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The ORGANIZATION AND ADMINISTRATION OF PLAYGROUNDS AND RECREATION

29606

BY

JAY B. NASH

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TO

THE CHILD WITHOUT A PLAYGROUND

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PREFACE

The object of this book is to consider the *Organization and Administration of the Playgrounds and Recreation* in a modern city.

1. Mention will be made of the various social institutions in the immediate past around which the play and recreational functions have been organized.

2. A nation-wide review of the social institutions which at the present time are making a conspicuous contribution in the field of play and recreation, will be given, against a background of the community needs to which they have responded.

3. With the aid of the analysis of the original institutions which carried the burden of organization in the field of play and recreation and in the light of the new organizations which have arisen in response to definite needs, an attempt will be made to point the way to a better type of organization of all the social institutions within the community. The new plan of organization proposes that every boy and girl and adult shall have opportunities for wholesome activities in the field of play and recreation—opportunities demanded by a democracy.

Playground activities are here defined to include primarily the "big-muscle" type of play activity. Specifically, playground activities refer to those which take place on the playground and the athletic field, in the swimming pool, the gymnasium, the camp, the back yard and the vacant lot. These big-muscle activities are the focal activities, but on the fringe will be other play activities—dramatic, manual, muscial, etc.

Recreational activities are more broadly defined. They include all the playground activities but with less emphasis on the big-muscle type of play.

There will be more interest here in the dramatic, manual, and musical and other types of play. Recreation, however, is contrasted with amusement and entertainment by defining it to involve active participation of the individual. It represents the expression of an inner drive rather than an outer stimulus. Recreation, in fact, includes all of the original meaning—namely, re-creation.

The administration of playgrounds and recreation in a city has two major functions—*the providing of opportunities for wholesome play for all the children, and the providing of the largest possible number of recreational opportunities for the adults of the community.*

Providing Play Opportunities for Children.

The providing of play opportunities for all the children of a community involves:

1. A safe place of sufficient size in which to play
2. The organization of the in-school and the out-of-school time
3. Skilled leadership
4. A well-selected program of activities

From the standpoint of *administration* this demands: a city plan made out in the light of the child's needs; cooperation with the home, the school, and all other community agencies; a setting of standards for the program of activities and the leadership; and the layout and planning of buildings and play space, together with the furnishing of equipment and supplies best adapted to the carrying-out of the program.

All money available should be spent in the most economic manner in order to secure the greatest benefit to the largest number.

Providing Recreational Opportunities for Adults.

To make available the largest possible number of recreational opportunities—construed to include intellectual pursuits—for the adults of the community requires the cooperation of all agencies in order that all the assets within each community may be put to maximum use. This cooperation should include city departments, semi-public agencies, corporations, and private agencies such as the homes and the industries.

It is also the duty of administration to make scientific surveys of the needs of the community; to suggest the best uses to which the assets may be put; to make comparative cost estimates of various activities; and to establish criteria by which results may be measured.

In brief, *administration lays the track for the program of activities.* In laying the track, the best scientific data must be used relative to the material that is to go into the track, and the place where the track is to be laid. Administration also guides the choice of what runs on the track and who is to run it. Above all, administration must determine, by means of tests, measurements and other

criteria, if that which runs on the track is making adequate progress toward an approved goal.

The Relation between Administration and the Program of Activities. In order to make clear the present point of view, I want to make a distinction between *administration* and the *program of activities*.

It is perfectly evident that in practice these two can not be separated. The demands of a program of activities color the policies of administration, and, likewise, the policies of administration color any program of activities.

The program of activities should be arranged to meet the various demands of groups of different ages. These activities will be selected in the light of age needs modified by conditions of time, space, climate, and leadership.

An illustration might be given in connection with the public schools. Administration is here concerned again with the setting of the stage. It must shape itself in accordance with local and state laws; raise the necessary budget; provide the physical plant; select associate superintendents, principals, supervisors, and teachers, and must have some part to play in the selection of the program of activities and in the supervision of the activities. But, after the program has been selected and every possible convenience has been provided whereby the program can be conducted without interruptions and interferences and in the most economic manner possible, administration must withdraw and keep out of the way of the activities.

Administration, however, has the responsibility of returning to determine by various test measurements and criteria, whether proper progress is being made by the children; to see that an atmosphere of confidence and cooperation is maintained by the parents, who are in fact the ultimate patrons, inasmuch as they are taxpayers.

In like manner, there is a distinction between administration and the program of activities in connection with the various social institutions conducting play and recreation functions. Administration sets the stage, complies with local and state laws, erects buildings and provides for their maintenance and upkeep, equips yards, swimming pools, play fields, tennis courts, golf courts, and summer camps and provides for their upkeep. Administration selects the managerial staff in the form of supervisors, heads of departments, and directors. It assists in the selection of a program of activities.

After the program has been selected however, and every possible

facility has been provided so that the program may proceed without interference or interruption and in the most efficient and economical manner, administration gets out of the way. It later becomes the task of administration to make its appearance to test progress as in the case of the school.

Administration assumes the responsibility for results. This will be done by various types of tests, measurements and criteria as well as by contacts with children and adults who are participating in the program. It will be necessary for administration to make additional contacts with the public at large—improvement clubs, service clubs, parents' and teachers' organizations, schools—because of the fact that these people, being taxpayers, are in reality the ultimate patrons.

The administration of playgrounds and recreation is considered on three levels. On the first level is the play yard director, with a single playground. On the second level is the supervisor or department head, in charge of a particular phase of activity. On the third level is the superintendent of recreation, in charge of all the activities.

This book will deal primarily with the problems of *administration* and will touch upon the problems of *programs of activities* only when the two are inseparable.

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The ORGANIZATION AND ADMINISTRATION OF PLAYGROUNDS AND RECREATION

CHAPTER I

THE IMMEDIATE HISTORICAL BACKGROUND

In making an analysis of the functions of the social institutions in the immediate background of the present day, it will be noticed that the number of institutions was very limited and that the functions of these institutions were not clearly defined.

THE HOME

The oldest and most important of the institutions around which play and recreation have been organized is the *home*. Even today it offers the best opportunities for play. All will agree that up to within the last one hundred years, the home was the most important recreational center.

Play Centered in the Home.

It was about the home that the play of the child centered. It is interesting to note that the child's home play was seldom recognized as such. The play activities merged into the work activities and into the various other activities which made up the life of the home so closely that there was no marked distinction.

There were horses to ride, fences and trees to climb; there was the old grapevine swing and the swing hung from the barn door; there was the old swimming hole; there were places for "hide and seek," "run sheep run," and for many and various types of self-testing stunts.

Play Was Competitive.

Every child in the community knew where he stood in comparison with the others in chinning himself; he knew that he was much better than Jim or that Billy was much better than he. He likewise knew the strong man of the community—the man, for instance, who could pull up the largest amount on a set of scales; the man who could handle two bushel sacks of wheat for the longest number of hours. He knew the man who could stand on a peck measure and reach to the floor to lift two bushel sacks of wheat to his shoulder.

There were many other things which this boy knew about the other boys in the community. He knew who could dive best, swim the farthest, run the fastest. He knew which boy could shoot the best, fish the best, make the best bow and arrow. He knew who had the fastest moving sled, the fastest trotting horse.

In addition to all this information, he knew and had as a part of his natural heritage, many other advantages in his environment which were never recognized as such at that time. Among these might be considered the old work-bench. Here the boy spent many hours "wasting lumber," someone may say—possibly a small waste, but gaining something very much more valuable—*initiative* and *imagination*. It was here at the old work-bench that the boy made his own sled; he took an old buggy tire and made a runner for the sled. Once made in this manner that sled became a means of contributing to his enjoyment, but in the making it actually served as a means of developing his intellect. He was meeting situations; he was solving problems.

It was here at the old work-bench that the "kiddie-cars" and "skooters" were made, many times with the help of the father or grandfather. It was here that bows and arrows were made. The boy learned how to apply the feathers at the tip of the arrow and he learned how to notch the head and fit upon it a lead or solder point.

While all this was happening in the life of the boys, other things were happening in the lives of the girls. Interesting things were being done in the home, in which the girl participated. She learned to bake, to cook, and to sew.

These activities, much as in the life of the boy, were more or less competitive. It was common knowledge as to who could make the best biscuit, make the best apple dumpling, do the finest hemstitching, make the finest rug, or bake the best layer cake. This

competition was emphasized from time to time when a picnic or a party was held, or when there was an open contest at the county fair.

Activity Basis of Development.

In this manner the boy, and to a large extent the girl, was placed face to face with problems the solving of which made them better able to solve problems upon the next level, which consisted of building fences, fixing farm machinery, repairing a clock, mending a harness, building sheds, and the many other activities necessary in farm life.

In addition to all this, the child had before him the most complete curriculum ever offered in any educational institution; namely, the stimulating activities of the great out-of-doors. Here were the woods, the stream, the "sugar camp," the plowing and harrowing, the planting and harvesting. Here also was the taking care of the farm animals, not only the pets to which the child became attached, but also those animals which helped to sustain life. The horse was seen as part of the "great team" because the horse made possible the raising of crops. In like manner the cows helped to sustain life in the providing of milk, butter, and dairy products and in turn became the base of the winter's food.

Anyone who has gone through the thrill of butchering days, threshing days, or barn-raising days, will know what those actually mean to children. From the crackling of the open fire that awakened the child long before daylight to the packing of the last jar of sausage, long after night had set in, it was one continuous day of experiences. No modern play can be likened to it. It will be evident from this illustration how closely play was tied up to work and how difficult it was for the people in those days to recognize any difference. In fact, there was none. This situation was brought out clearly after the War when playground workers sought to aid the under-nourished children of Europe through the organization of play activities. The play activities were so closely interwoven with work activities that it was impossible to separate them. American games were introduced, but they were not attractive to the children.

Out in this "great laboratory" were also the trees, the flowers, the bugs, the bees, the birds, and the butterflies. It is true that the boy would be most interested in the hickory nut trees, the chestnut trees, the huckleberry swamps, and the blackberry bushes, but many other things came under his observation. Luther Burbank says:

"Every child should have mud pies, grasshoppers, water-bugs, tadpoles, frogs, mud-turtles, elderberries, wild strawberries, acorns, chestnuts, trees to climb, brooks to wade in, water-lilies, woodchucks, bats, bees, butterflies, various animals to pet, hay fields, pine cones, rocks to roll, sand, snakes, huckleberries and hornets; and any child who has been deprived of these has been deprived of the best part of his education."

This merely gives a sketchy view of the prominent place which the home took as a central social institution around which was organized the play function.

THE CHURCH

Supplementing the home in this early community was the *church*. The church, however, tied up very closely with the activities of the home. The church group was in fact the community, for in the villages there were different lines drawn which separated the various church groups. Many of the social functions were given in connection with the church.

It was no small part that the church played in the organization of play. The Sunday School picnics of the summer were indeed "red letter" days for the entire group. All work upon the farm was suspended, and an effort was made to see that everyone got transportation to the nearest picnic ground, usually a lake. Here the morning was spent with vigorous types of games, and the noon lunch was a repast never to be forgotten. Swimming and boating took a very prominent part in the afternoon.

THE SCHOOL

Until very recent years the school played but a small part as a play or recreational center. Its strength, however, was becoming felt very definitely in the early part of the nineteenth century. Already the school was a rallying point where religious differences, political differences, and various other types of community differences were being forgotten. The school, however, was not a powerful factor in the recreational life of the community.

THE COMMUNITY

The community as such was not organized into groups as we think of the self-organized groups of today. There were, of course, town meetings, meetings to discuss public welfare, and meetings for

community self-protection. These meetings, however, had little or no relationship to the recreational life of the community.

The groups around which the recreational life of the community functioned were groups which had their origin in some particular phase of community life. I recall very vividly two gangs of boys organized solely upon the difference that the fathers of one group used Deering farm implements and the fathers of the other group of boys used McCormick farm implements.

The striking thing about all the activities of the home, the church, and the school, is that they were organized upon a perpendicular basis from the standpoint of age. Society was organized up and down—a complete cross-section of all ages. The play activities were handed down from grandfather to father and then to son.

In days of community interest such as threshing days, barn-raising days, butchering days, all the community "played" together. At Sunday School picnics and at the evening parties it was the same group.

The method of passing down technique from one generation to another is as old as the race. This process has built what we call civilization.

An interesting thrust of the ancient order into modern times is seen in connection with one of the customs of the Pueblo Indians of New Mexico. In certain of the tribes there is a tradition, more or less universally carried out, that at certain periods a selected group of boys shall be chosen to go into the mountains with their elders, there to stay for periods ranging from two weeks to two months. This procedure is carried out in order that an opportunity may be presented whereby the history of the tribe and the secrets of the race may be handed down by word of mouth. Until the time of the advent of written language this was, of course, the only method whereby the experience of one generation could be passed on to the next.

This situation is in contrast to the present day when society tends to be stratified vertically. If little Susie has a party, only the "little Susies" come. If Johnnie has a party only the "little Johnnies" come. Likewise, when father and mother go out, the first question is, "Who will stay with the children?"

This type of organization throws a great burden on other institutions in the community to pass on from one generation to another many of the wholesome forms of play.

It is perfectly obvious that the experiences in the form of home

and church activities, rather than the three "Rs" constituted the basis of education. The "little red schoolhouse" comes in for a great deal of credit that should go to the home.

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CHAPTER II

THE CITY CREATES PROBLEMS

In 1790 three per cent of the population of America lived in cities. In 1920 fifty-three per cent lived in cities, with the indication that the growth in size of cities per decade would be between five and eight per cent.

Opportunities for Activities Cut Down.

This, however, tells only part of the story, for a very large additional percentage of people who by the census are credited with living in the country have decidedly fallen under the influence of city conditions. Purchased toys and playthings have replaced the natural playthings of the farm. The growth of the city and the growth of the machine age *per se* is not to be attacked as a disadvantage. The prime disadvantage comes because of the cutting-down of the opportunities that develop stamina, power, vitality. When we realize that all development is resident in activities, it will become apparent why it is so necessary to maintain these opportunities for wholesome activities. Health, citizenship, morality, and even intellect are not abstract qualities which can be secured directly—they are the outcome of activities.

Values Are in Participation.

This becomes the answer to the question of why we want children to be participants and not spectators. The value of activities is only in the doing and practically never in the witnessing. True, there may be some slight value in watching "your team" play. At least, it may be better than other things the child might be doing, but there is absolutely no comparing it with active participation.

By a brief review of Chapter I it will be seen to what extent opportunities for activities have been cut down. Gone are the open spaces, the trees and the flowers, the swimming pools and the woods, hunting and fishing. The workshop is gone; so are the many interesting types of work, including the barn raising, the threshing days,

the picnic days. The child actually participated in these early activities. He was never only a spectator. The opportunity for wholesome activities has been cut down to a point far below our realization.

On the other side of the picture, the increase of opportunity for unwholesome activities has been steady. These unwholesome activities belong to adult life and into them the child does not fit. Under these unwholesome activities I refer to the busy street; the fire around the block; the fight on the corner; the police making an arrest in a nearby apartment; the stealing of a ride on the truck; the tormenting of the fruit vendor on the corner; the railroad yard, the dock, and many other things. Unguided and undirected under these opportunities, the child sets unwholesome standards which we have called delinquency.

As a matter of fact, there is little juvenile delinquency. Ninety-nine per cent of all delinquencies are adult delinquencies. These conditions have been set up to meet adult standards and the child drawn into the situation becomes a violator of these standards.

The cutting-down of the wholesome types of activities and the increased number of unwholesome activities in cities have thrown upon the community a tremendous burden which is not being carried. As a silent witness to this, stands the ugly fact that the great mass of our desperate criminals are under twenty-one, and our penal institutions are being filled with people whom even the law does not recognize as old enough to become citizens.

What Woods Hutchinson said twenty years ago is infinitely more applicable today than then. In discussing the question *Can the Child Survive Civilization?* he said:

"The child is the embodiment of the future of the race. What we do to him determines our own future. It makes little difference how perfect our civilization may be for the well-being of adults. If it assumes such a form that children cannot grow up healthy and vigorous under it, it is doomed.

"Whether the child survives civilization or not, civilization cannot survive the child. Our conditions of life have changed markedly and radically during the past fifty years. The wonderful progress, the boasted organization of our civilization, has been an organization for grown-ups exclusively, and has left the child out of its calculations. We have laid elaborate plans for the perfection of the product, but ignored the source of supply.

"Half a century ago our social and industrial organization was so loose that there was plenty of room for the child to grow up in the gaps and interspaces. Now, it is so compact that he scarcely has breathing room and no play room. We have gone far to civilize the business of play out of existence. Then, our cities were, like Thackeray's Washington, 'cities of

magnificent distances.' Now, ground is sold by the square foot, and every inch of it utilized for factory, store, street, or railway track. We have even abolished the back alley, that paradise of advenutre. The modern city child has lost his most precious birthright—the backyard. Even in smaller towns, where some breathing space still surrounds the buildings, the blight of the lawn-mower has descended upon it. Lawns and flowers have taken the place of 'our yard' with its brickbats, and barrels, and boards, and all its superb possibilities for play and empire building. We can't grow two crops on the

WHICH—THIS OR THE STREET?

same soil, and either the grass or the children must go. No place for play, no place for the child!

"At the same time we have made the streets more impossible as playgrounds than ever. In the old sleepy times children could play on them in perfect safety all day long. Now, with street-car tracks down the middle, delivery wagons along both curbs, and automobiles all over the roadway, they are about as suitable for a play place as the track of a trunk line railway.

"Not only has the child lost the backyard and the alley as a place to grow up in, but he has lost the small shop as well. The work that was done by the local carpenter, the blacksmith, the tinsmith, the wheelwright, the weaver at his house loom, the boat-builder, is now taken over by the huge factory, where the child is neither admitted nor wanted, except as a stunted and overworked laborer before his time.

Fifty years ago he grew up in an atmosphere of trades and craftsmanship and saw things made, and work accomplished on every side of him, where he could pick up the remnants and imitate the performance. Now all this is closed to him.

"We have not improved matters much by substituting the school for the yard, the field and the shop. We have simply attempted to correct underdevelopment of the child's body by over-development of his mind. Since he no longer has any safe place to play, we shut him up in the schoolroom all day long. The change has come so gradually that we are hardly conscious of it. But the fact now stares us in the face, that the schoolroom has absorbed something like two-thirds of the time of our growing boys and girls. The old school terms of the country or small town were mercifully short,—anywhere from four to eight months of the year,—and left the child plenty of opportunity for physical development and the doing of chores, helping in the garden, on the farm, in the workshop. The modern school runs from nine to ten months out of the twelve, and has gradually, with the best of intentions and at the request of the parents—as modern life has grown so complex that there is no room for the care of the child outside of the schoolroom—come to absorb from three-fourths to seven-eighths of his time and energies during these months. It demands his personal attendance from 8.30 A.M. until 3.30 or 4.30 P.M., practically the entire hours of daylight—and loads him down with books for night and evening study, lest he should find a moment in which to think or act for himself. If this were not so stupid, it would be criminal. The real business of the child is not to pass examinations, but to grow up. And where can be find time for that under the present system?

"It is impossible to value education too highly, and we are justly proud of the system which we have developed. But the time has come when we must recognize that there is no necessary connection between learning and a desk, nor between school and a room. As physicians, we must demand that the schoolroom, admirable as are its aims and its motives, must relinquish at least one-half its claims upon the time and strength of our children; that at least half of their education should be carried out in nature's school—the open air. Our schoolrooms should be relieved of the mere nursery duty of keeping children out of harm and of mischief, with which they are now loaded, and the playground should be organized, supervised, and recognized as a vital and coordinate branch of our scheme of education. The playground is the chief field for the development of body and mind; of training for social life, for organization and combination with his fellows. The real life of the child is lived not in the schoolroom, but on the playground. One of the most valuable influences of the school is the effect of children upon each other. But this can be attained in its perfection only upon the playground. Cut down the school hours one-half and double the playground hours, and you will have done more for the physical, mental, and moral health of young America than by any other possible step.

"Better a playground without a schoolhouse, than a schoolhouse without a playground."

(The Proceedings of the Second Annual Playground Congress.)

Commercial Recreation.

Into this complicated problem for both the child and the adult, comes commercial recreation. The growing monster, like the octopus, is slowly but surely surrounding us and gradually squeezing out the life-giving recreational activities. I do not want to claim that all commercial recreation is bad. Unquestionably, there is a place for this type of recreation in the life of the adult, as commercial recreation ranges all the way from jazz to grand opera. Much of it is operated in as clean and wholesome a manner as possible.

The objection which we have to all commercial recreation is that it emphasizes the place of the spectator and minimizes the place of the participant.

Commercial Recreation and Community Recreation.

Practically every known form of commercial recreation was at one time a community activity free as the air we breathe. Witness the growth of baseball from the sand lots and town corners of early American life. Even horse racing, boxing, wrestling, were activities in which a large group of the community participated. Dancing, we know, was an activity on feast and festal days, and even the drama in the pre-miracle and morality days was practically free. Bowling was bowling on the green, and even billiards and pool in the early days are authoritatively reported to have been outdoor games. The shooting-gallery, the ice skating-rink, the roller skating-rink, and swimming were all community activities.

These were the educational activities of the children and the relaxation activities of the adult. They were the activities which cheered men on to bear the "heat and burden" of the day.

But what happened?

One by one these activities have been walled up. Not the least among the offenders have been our great universities. High walls and stadiums and large buildings house these activities and at the door stands commercial recreation with a "hand out." You bow your head, pay the price, and enter. One might not object if on entering he could become a participant, but he must watch a group of trained gladiators perform. You can, of course, yell a little and bet on the winner, but that is about all.

The situation is best depicted by the illustration of a caravan crossing the desert. Along toward evening after the men have borne the heat of the day, someone—likely one who had not borne a full share of the heat—looks ahead and sees trees—that means water. Hastening ahead, this man takes from his belt a cup and dips deep into the spring and drinks. As his tired companions come up, he again dips deep into the spring and, holding up a brimming cup of water, says, "Help yourself; it is a dollar apiece." Commercial recreation, not intentionally, not meaningly, under city life has done exactly the same thing to the community.

Here are the activities everybody wants; activities which have been the heritage of the race; activities which have produced the Lincolns of the world; and they say "A dollar apiece, please" to look on.

Million-dollar receipts have become commonplace. Several gigantic commercial spectacles during the past year have almost topped the two-million mark, and still they go. Mr. E. B. DeGroot sums up the influence this is having on amateur sports:

"Having made a god of efficiency, we have professionalized our active recreation. This modern god does not approve of purely amateur contests in football, baseball, track athletics and other forms of active recreation. There must, therefore, be the high-powered professional coach to whom all of the successes and all of the failures of teams and individuals may be accredited. The high-powered professional coach cannot 'do his stuff' unless certain groups within and without his institution or organization maintain a contributing 'atmosphere'—an atmosphere borrowed from nowhere else than the domain of the commercial-professional sporting world. All that ever comes to the surface in the periodical nation-wide upheavals involving high-powered football coaches, is a smoke screen that covers a battle wherein educational principles usually surrender to commercial-professional practices. I do not mean that the football coach dominates the situation. He does not. He is, in the final analysis, the victim of a situation over which he exercises very little control.

"The leaders of amateur and community recreation have no quarrel with professionalism in its legitimate fields, nor with commercialism as it operates in the world at large. However, having observed that the crystal springs of amateur recreation have been rendered muddy by professionalism, and having examined the testimony and conclusions of historians, philosophers and scientists on the direful things this commercial age is doing *to* us, as well as the wonderful things it is doing for us, we are disinclined to register our *progress* in recreation in the terms of either professionalism or commercialism. Professionalism makes our recreation a thing of toil, asks us to sweat for mere theatrical effect and demands that we park our souls in the grandstand.

"Commercialism is not less diabolical in its effects upon amateur and community recreation. The philosophy of commercialism, as applied to the world of recreation, is 'buy something' rather than *be* something. It is estimated that we spent, last year, over $200,000,000 on the mere trappings of our recreation. Commercialism adds nothing to our capacity to re-create in our recreation. Commercialism is chiefly responsible for putting the 'wreck' in the rec-reation of an ever-increasing number of young people. So long as we remain as 'fish' and take our recreation through suction rather than our higher powers of self-expression, so long will we remain, as Viscount Grey has said, 'a pleasure-seeking, but not a pleasure-finding people.'"

Strain a Product of City Life.

Another liability which city life has imposed upon civilization is nervous strain. We have not yet conceived the danger of hurry, worry, fear, homesickness, lonesomeness, and all the other elements that go to make up strain. We know that strain enters definitely into many problems of malnutrition, and likewise we know that strain enters into many problems of delinquency.

What is strain in general doing to all of us?

It is unquestionably getting up to the point where it is difficult to stop. The story is told of a pigeon which had been kept in captivity for many years before it was released. The ability to fly seemed perfect. Round and round the bird flew, but it seemingly did not have the capacity to stop. It did not stop until utter exhaustion came on and the pigeon dropped to the ground.

Adults Are Paying the Price.

Professor O'Shea says that a large amount of the strain of today comes from trying to adapt ourselves to too many and too complex situations.

"It is quite obvious that the strain today is upon the nervous system rather than upon the physical system, in fact, the over-stimulation of our nervous system is the greatest problem which we have to face. It is known that today we have practically conquered contagious diseases but that mental disorders are multiplying with great rapidity. The distinction today, experts tell us, between sanity and insanity is as thin as a knife-blade and the over-strain and stimulation can easily force one over this thin line—in fact, it is probably true that many of us cross and recross that thin line, which perhaps accounts for much of our peculiar behavior under certain conditions.

This will yet have its telling effect on the health of the nation.

A very interesting article appeared in one of our monthly maga-

zines last year entitled "Why Men Crack." Among other things it noted

"that among a list of 150 noted men 97 fell down because of lack of health. 'The picture is of a tragical number of men, who at thirty or forty were off the ground and had shown speed, direction and safety. At forty-five their engines were missing fire; at fifty they are looking for a landing field; and at fifty-five some of them may still believe they are in the clouds, but others know they are down on their rollers for good.'

"It wasn't overwork or the burden of heavy responsibilities that caused these men to break down, but it was an accumulation of little things which *could have been prevented by simple living but could not be cured by a fortune regardless of size.* The men had simply over-eaten and under-slept. They had gulped their food, clogged their systems with sweets and pastries washed down with ice water, and, as the author continued, 'You sit like a bag of meal and stand like the letter S. You cross your legs and shut off the circulation so that you pump your heart. You take cathartics. You wear collars that press on the important glands in your neck. You have neglected your teeth. And on top of everything, you have been irregular—*you take irregular meals, irregular sleep, irregular work.*'"

Children Are Paying the Biggest Price.

The Police Department statistics of New York City show that in one month of this year 42 children were killed playing in the streets of New York City and that 1,124 were injured. On the average the same department shows that for one year each day 40 children were injured and that every two days 3 children were killed.

The Price is Too Great.

It is possible to set forth in statistics the actual number of children who are involved in accidents. It is impossible to show the number that are having "moral accidents." Our juvenile delinquency points to a small part of the toll, but only to a small part.

The real price is being paid in the cutting-off of growth and development. Without these opportunities for wholesome activities there can not be the development that would be possible with them. This is a price that can not be measured save by the trend of centuries.

Joseph Lee has called play the "antidote to civilization," and thus it may be.

In the latter part of the Greek age commercialism in sports had descended upon the people. Large money proceeds were obtained. It is also to be remembered that the downfall of Rome

was characterized by the rise of spectators. Gladiatorial contests, while to a great extent free, were given largely by conquering emperors as a sop to the people, much as a ward politician would give a barbecue to his community. We Americans should not live in a fool's paradise. We should know what the consequences may be. Nothing is so dangerous as being cocksure.

An interesting story is told of Herodotus, the ancient astronomer, as to how smug he was in his own belief that he knew the last word in science. According to the tale, he went down among the Phœnician sailors, who said that they went out through the Gates of Hercules and turned the prows of their boats south and sailed and sailed until the shadows fell in the other direction. Herodotus said, "What kind of an old fool do they think I am, to believe that tale? The earth is flat and the sun does not change." He died patting himself on the back that he was too wise for them. Now we know that the Phœnicians and not Herodotus were right. That is just what they did. They sailed out of the Strait of Gibraltar and turned the prows of their ships south till they crossed the equator and the shadows of the ships did fall in the other direction.

Will America, in a fool's paradise of riches and power, become content with turning over the standards of the play life of our youth to institutions which value money above men?

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CHAPTER III

MEETING THE NEW DEMANDS

It is a very interesting study of social adjustment to see how the various institutions in the community have moved out of their set grooves to meet the demands of the new order.

The older institutions in the field have made remarkable progress in this adjustment. I refer to the adjustment as remarkable because of the fact that it is very difficult for old-established institutions to adopt new viewpoints.

In addition to the old institutions in the field, we have a number of new institutions which have arisen primarily in response to the demands of this changed order. We will make a definite attempt to analyze the contributions of these two groups of social institutions.

The Changing School.

The first institution to be considered will be the school. We occasionally hear criticisms of the public school. It is charged that it is not meeting present social demands; that it is too crystallized; and that it should be more adjustable to the needs of the various communities.

There may seem to be a slight justification for this charge if we look merely at the present situation. It is only when we look back to the progress which has been made during the past fifty years that we really see to what extent the school has adjusted itself. It is difficult for us to realize that seventy-five years ago the battle between charity-supported schools and public tax-supported schools had been by no means won.

In the early part of the nineteenth century but a few outstanding people in the country had any conception of the public school other than as a charity institution. Public schools were for the poor.

Many references will be made in later sections to other movements which started primarily as charity movements. Cubberley outlines the following seven steps which the school movement has

taken during the past one hundred years. A careful study of these steps will show the progress from the charity schools to the tax-supported public schools of today.

It is difficult to realize that as late as 1850 there were many vigorous debates as to the value of making public education free. Free schools had been declared a necessity by many educational leaders but had not been accepted by the rank and file of the people. This fact makes the progress of the public school during the past seventy-five years seem more marvelous than would at first glance be apparent.

"1. An attempt to solve the problem through private benevolence or church charity, often aided by small grants of public funds.

"2. Aid granted to private or semi-private schools or school societies, in the form of small money grants, license taxes, permission to organize lotteries, or land endowments to enable such schools or societies to extend their instruction or to reduce their tuition rates, or both.

"3. Permission granted generally or to special districts requesting it, to form a tax district and organize schools—at first often only for pauper children, but later for others.

"4. Laws requiring the education of the indigent poor.

"5. Laws requiring a certain local effort for the maintenance of schools, in return for state aid received with permission to supplement these sums with tuition fees.

"6. Elimination of the tuition fees, thus establishing free schools.

"7. Elimination of the pauper-school idea and of aid to sectarian schools, thus establishing the American common school."

(Public Education in the United States, page 118.)

The fight in the last twenty-five years has been merely to push public school education up to a higher age limit. The fight was first for the first six grades, then eight, and now the fight has been practically won for the tenth, eleventh and twelfth years, as shown by the fact that there has been an increase in high school attendance from 2,300 in 1800 to 2,900,00 in 1922. In 1924 this had been increased to 3,400,000, and if the rate of increase has been constant, it is above 4,000,000 at the present time—1927.

The next step will undoubtedly be the pushing forward of this age limit to cover the junior college period.

Another indication of this upward trend is seen in the program of the part-time school, which, although it has not been a hundred per cent success, is being carried on in most communities very satisfactorily.

The adult educational movement sponsored by the public school is another indication of the upward-reaching tendency of the school.

Thus, viewed in the light of a number of years, the adjustment to meet these social needs is remarkable.

What shall be the next step? This will be gone into more thoroughly in Chapter X.

The Church.

The church, which has been the conservative institution to the community throughout the ages, has also made progress in adjusting itself to new conditions and new demands. The socialized church has been the outcome. The church began to realize the need for guiding the leisure time of the young people. Churches were thrown open for social functions; social centers adjacent to the buildings were erected; gymnasiums were built; churches joined together in the formation of athletic leagues and tournaments.

The Park.

The park was originally interested in landscaping and formal gardens. Many of our city parks are still dominated by this old idea. You see this in the typical "city block parks" with the walks running into the center from the four corners, the center being occupied by a flagpole or a drinking fountain surrounded by a few benches. It became evident to the park people that these parks were defeating their own purposes. Instead of attracting women and children to them to enjoy their beauty, they attracted loafers who occupied the benches. This became so prevalent that women and children would not even use the walks.

At the recent conventions of park superintendents one hears more references to the recreational activities than to the landscaping features. The parks are being called the "playgrounds of the people."

Frederick Law Olmsted says:

"The whole park exists for no other purpose than to furnish forms of recreation for the public, and the business of educating and guiding the public to the full and proper use of the facilities provided, calls for the constant exercise in greater or less degree throughout all the parks of the same qualities of tact, imagination, sympathy, firmness and common sense that are so necessary in playground directors."

Thus, in a short span of years, we have seen the formalized park pass, and in its place has come the playground of the people.

The new park combines all the objectives of the old—its beauty, its restfulness, its calm, together with new objectives which meet the demands of the people for active recreation.

Many types of parks have been acquired by the community in addition to the commonly known city park. The county park, especially as it has been developed in a number of the eastern states, has come to occupy a very important place in the community. State parks have been developed which serve many local communities. In addition to all these types of parks we have the open areas which have been preserved for the recreation of the people by the United States Forest Service and the United States Park Service.

NEW INSTITUTIONS HAVE ARISEN

The Playground.

The playground movement will probably be classified as one of the newer institutions which have arisen especially to meet the demands of the new order. Even though the playground movement had its unorganized beginning as recently as 1886, it has gone through practically all the changes which we have noted in connection with the public school. It was first a charity movement; then it was partially tax-supported; and we are now in the stage where the school was in 1850, making a desperate fight for tax-supported playgrounds for all children.

Four distinct stages may be noted in the development of the playground movement.

1. *The Charity Stage.*—At first it was entirely a charity movement. Playgrounds were for the children of the poor. Money for their support was raised by private contributions, tag days and food sales. This may be thought of as the decade between 1890 and 1900. "Keep the children off the streets," "Prevent juvenile delinquency," "Promote the health of the poor," were familiar slogans in the early days.

America today presents a strange combination of this early charity idea and the modern idea of fully tax-supported playgrounds for all children. One city will still be in the charity stage while adjoining it will be another city which has completely accepted the tax-supported idea.

It is sad to relate that that part of the country where play facilities are most needed is still struggling along with the 1880 charity philosophy. The charity idea of playgrounds was never accepted

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by the democratic West, and it is in the West today that we see the most hopeful sign in this movement. No real progress will be made in the great centers of the East until the idea of supporting play through charity—save for demonstration purposes—is abandoned and the influential groups in the community join hands in demanding tax-supported play facilities for all children.

As long as private groups will raise money for it, municipalities will say: "Let them do it." There is considerable evidence to show that every dollar raised through volunteer subscriptions is in just that amount actually hindering the constructive play movement. Millions can be found for water systems, for harbors, and for subways; and millions can be found to solve the play problem if the people demand it.

2. *The Park Stage.*—The second step in the development of the play problem may be termed the park stage. This may be thought of roughly as the decade between 1900 and 1910. Gradually, tax support came to the help of the playground movement, and hence some arm of the city movement had to administer the activities. It naturally fell to the park department because it had land. In some cities, excellent departments were built up as an arm of the park department, but in most of the cities there was little progress made in fully solving the problem—namely, making play facilities available to all the people. There were handicaps.

Parks were not properly located. Many of the park superintendents were dominated with the idea that activities would destroy the parks; grass was to be looked at and not played upon. Olmsted again refers to this relationship between "play activities" and the so-called "park activities" as the most perplexing and troublesome set of relationships that existed anywhere in connection with an organization of parks.

Because the park did not meet the real needs, the Playground and Recreation Association of America came into being. This was organized in 1906, and it paved the way for the next step.

3. *The Playground and Recreation Commission Stage.*—The third step may be called the playground commission stage and, roughly speaking, would be the decade between 1910 and 1920. The argument for the separate playground commission was that experts must be trained to handle people and organize activities and that this training is very distinct from the training of park employees. It was claimed, and without question was true, that a separate arm of the city government devoting its full energy to providing play

facilities would be able to get more money and arouse more interest. This is not to be taken as casting any reflection upon the park department, for in practically every city where this new movement started, the first step was made possible by the park department's providing land.

There were some weaknesses in this plan. There was lack of adequate space. The available space was not properly located. Main traffic arteries prevented children from going to and from the playgrounds. No check could be kept upon what per cent of the children of the community were actually using the playground. The children were in school much of the day, which made necessary only part-time workers who would come at three o'clock in the afternoon and serve until six o'clock and on Saturdays. It was impossible to get efficient part-time people. In many instances cities had to resort to hiring untrained girls. This situation could not help but retard the progress of the movement. Summer playgrounds were open on full time, but few competent people were willing to work just two months during the summer. In many instances the after-school play activities and the summer play activities became a mere gesture.

In the middle of this decade occurred the World War, which among other things revealed many weak spots in the "human armor." This resulted in the great flood of legislation relative to physical education. This was largely the basis for the fourth step, which with the help of other social movements bids fair to bring to America the solution of this problem.

4. *The School Stage.*—We are now face to face with the fourth step in the playground movement. With the new interpretation that is being placed on physical education, the school is able to assume the responsibility for the full out-of-school play time of the children. This is legally possible under the terms of the State Physical Education Laws and the State Community Center Acts. (See page 516 and page 527.)

With the school already having contact with all the children of the community, it is the only institution that can guarantee full play opportunities to all the children This subject will be discussed fully in Chapter IX, page 136.

Rise of the Club Movement.

Many semi-public groups have arisen in response to the demand of this changing order. Leading this new demand was the boys'

department of the Y. M. C. A. and the girls' department of the Y. W. C. A. Following that came the Federated Boys' Club, then the Boy Scouts, Girl Scouts, Camp Fire Group, Big Sister movement, Big Brother movement, Y. M. H. A. and Y. W. H. A., and a number of others. All of these are primarily educational institutions with social objectives. They should have been a part of the public school and the playground movement, and would have been, were it not for the fact that public institutions change slowly.

However, there is much evidence to show that the public institutions will one by one take over these semi-public groups and incorporate them in the universal program of democratic education. Then they will be tax-supported. Into this field will also come the improvement clubs and the civic clubs in our cities. These, together with the parent-teacher groups, have been striving to meet the needs of the new order.

A new group of organizations, starting with the Rotary Club, organized in 1905, have been lending a hand in solving these new problems. To the Rotary Club have been added such organizations as the Lions, Kiwanis, Optimists, 100% Clubs, and others among the men; and the Business and Professional Women's club, and the Soroptimist Club for women.

These clubs in the beginning were organized merely for forwarding business relationships, but as a group of citizens and parents, they soon realized the many new needs in the community. One by one they began to sponsor this need and that need. They helped with the boys' camp here, and the girls' club-house there; the establishing of a playground yonder. They joined hands in demanding better playground and recreational facilities from city councils and county supervisors. Coming into the field as they do, as business men, big taxpayers and leaders in civic life, their possible influence for good is simply beyond measure.

The Camp Movement.

The interest in camps and camping which has been so apparent during the past decade is but another example of the rise of new institutions to meet the demands of the changed living conditions caused by the growth of cities. The camp movement has been referred to as one of the most significant tendencies in education at the present time.

One phase of the camp movement is seen in the rise of the private camp. The great majority of private camps have had as

their objectives definite educational ideals. The activities which these camps have promoted, namely, hand craft, camp craft, nature activities, and other activities which pertain to life in the open, have been recognized by parents to be of great value. The camp movement has come to be a permanent and valuable phase of modern education.

Along with the private camp has arisen the institutional camp. It has been the object of the institutional camp to make it possible for boys and girls, and in some instances adults, to enjoy the bene-

Playground Apparatus Artistically Placed in a Park

fits of a vacation period in camp at considerable less cost than is the case in a private camp. In some instances money has been solicited and certain needy members of the community have been given a vacation in camp without cost.

The latest phase of the camp movement has been the development of the municipal camp. This kind of camping has had a wide spread in various western states. To a large extent the municipal camp makes its appeal to family groups. The rise of this type of camp on the pay-as-you-go basis indicates some of the possibilities for future development. (See page 368.)

In Chapter X will be considered additional steps which must now be taken in order that every child in this democracy may lay claim to his rightful heritage—universal opportunity for wholesome play.

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CHAPTER IV

PLAY AND RECREATION OBJECTIVES *

Kilpatrick says: "In all educational discussions there is scarcely a word upon whose meaning there is so little general agreement," and Thorndike makes the statement that "Most of the disputes about the service of play in education hark back to a vagueness in defining what play is to be taken to mean." Hetherington recalls the forceful prejudices which have militated against physical education and play. "These prejudices are: Asceticism with its exaltation of the mind and contempt for the 'physical.' Scholasticism with its emphasis on the intellect and neglect of the instincts and emotions. Puritanism with its worship of seriousness and its depreciation and fear of play. Children have suffered from the common American idea that play is synonymous with fooling, or is an activity that is not worth while."

Old Attitudes Handicap Playground Movement.

The extent to which we are influenced by these old attitudes is almost unbelievable. Scarcely a graduation exercise takes place without the orator telling the children "You must now give up your childish play and settle down to the serious things of life." Our vocabulary is filled with words and phrases which reflect this attitude. In addition these words and phrases are being used daily with their old meanings.

Confusion of Definition.

From the standpoint of a real definition of play we get no help from the dictionary. An unabridged dictionary gives from four to six columns of definitions of play with ranges of meanings almost from zero to infinity. Some of the dictionary definitions of play are "to exercise," "to boil," "to fire a gun," "to trifle," "to amuse," "to frolic," "to dally," "to perform on a musical instrument," "to

* A book by Clark W. Hetherington is going to press soon which will deal with the fundamentals of the play drive.

take part in a play," "to wager," "to gamble." Play also has dictionary definitions which connect it with moral and sex irregularities.

Such was the condition which surrounded the word "play" which the Playground and Recreation Association of America took in 1906 and began to clothe with a new meaning.

Such progress in changing the meaning of a word in the short space of twenty years has probably never been duplicated in the history of civilization. All the task has not yet been completed, but the frequency with which we note in education the terms *"the play way," "the play method," "play in education," "education through play," "the interest method,"* all indicate the progress that has been made in re-clothing this word "play" with new meanings.

Play is not Idleness.

The settling down to the "serious things of life" and the giving up of "childish play" which is depicted by the commencement orator, could not be farther from the actual truth of the situation. Anyone who has watched a child play knows that it is the most serious thing in the child's life. *If there is an opposite to idleness it is play.*

Play is not Recreation.

Much confusion can be avoided if we remember that play is a life-span word with its primary application in childhood, while recreation is entirely an adult-conceived word. Play is more particularly creative while recreation is re-creative. Play many times takes the form of team games which gives rise to the confusion in the minds of many people that the main object of play is exercise. Exercise especially as it applies to child life is a mere by-product of play.

Play is not Amusement.

Play is confused with amusement which in its highest form might be called entertainment.

Amusement, however, implies an application from without—slapped on like a mustard plaster. It is the sensation which one gets from depositing a dime at the amusement park for a roller coaster ride, "a race with death," or a pink lemonade. It is an adult-conceived activity. As compared with this outward stimulus, play is an inner drive—in fact, one of the main drives of life.

Entertainment is on a higher plan than amusement to the extent that there is an inner response to the external stimulus. To the

extent that entertainment contains the elements of appreciation, as would be the case in drama or grand opera, it would become intrinsic —namely, impelled from within—rather than external. Various forms of entertainment have elements of permanent value to the extent that they lay the foundation for future values or in other words lead on to further activities.

Self-directed Work is Play.

Many people think of work as activities which one hates to perform, yet is compelled to, in order to make a living. This defines drudgery rather than work. From an economic standpoint work may be defined as that method by which we make our livelihood. It should be joyously conceived. When the interest of the individual is aroused and the play attitude is taken, many minor unpleasant tasks will be performed with the idea that "it is all in a day's work." Dewey says that men are happy at their work in so far as they have a share in directing it to certain ultimate ends. Men take an interest in so far as work is self-directed and they lack interest in the degree to which they are tools used as ends for some one else.

The play way is not the "soft" way or the easy way. We now realize that when we want strenuous exertion in any line of endeavor it is essential to harness up this "play drive."

Joyous Work and Drudgery Opposite Ends of Scale.

Dewey again points out that *activities include both work and play*. They are by no means antithetical to one another. Any sharp distinction between the two would be due to undesirable social conditions. Both play and work involve ends consciously entertained. The difference between the two is largely in time span and attitude.

Beginning with childhood there are survival activities which involve none of the play attitude. For children these are dressing and taking care of body needs. As the child grows older, there is an increasing number of helpful tasks which the child should do as his share in the team work of the family. These tasks together with the taking care of bodily needs lay the foundation for work activities in adult life. In adult life these survival activities expand to include activities involved in the making of a living. In adult life there are also certain social relationships and standards of behavior which become practically mandatory for survival.

The joyous way of carrying on these survival activities would mean that they are all done in the play way. An emotional reac-

tion against these survival activities, which makes the individual hate them, would simply mean that they became drudgery. It is all in the attitude. H. Caldwell Cook says that *whether a man be paid well or not, as long as his heart is in his work, all is well.*

It is of interest to note that human nature under certain circumstances asserts itself in a joyous way even under conditions which amount to physical servitude. This element is noticed in connection with certain men when they are serving on a chain gang. The joy of companionship or song raises the individual above his physical condition. Men in positions of economic servitude get joy because of their power over tools and material things. This trait of human nature of assuming a joyous attitude toward survival activities and other activities over which the individual has no control, is merely an out-cropping of the play way.

Relaxation from Drudgery Usually Dissipation, not Recreation.

The relaxation from drudgery is likely to be dissipation rather than recreation. Men and women who have been working in factories under heavy strain are liable to become wrought up nervously, and the only thing that will satisfy them seems to be further excitement which amounts to dissipation.

PLAY RELATIONSHIPS

Play and Physical Education.

Playground and physical education activities as seen from the modern educational viewpoint are analogous. They are primarily interested in the activities which take place on the playground.

The activities of the physical education program are taught not only during the school day but during the after-school-play periods. Physical education organizes both the child and the leadership which carries over into all of the out-of-school and after-school time of the child. The play time is before and after school; at recesses, noons, on Saturdays, Sundays, holidays and in vacations.

The play places are the school yards, the municipal playgrounds, the parks, the home, the summer camp, and the club. In these places all of the activities of the in-school and out-of-school periods are really part of a single administrative unit. (See page 136.)

Play and Education.

The *"play way"* or the *"play method"* is the *"interest method"* of education. It constitutes the distinction between intrinsic learning

and extrinsic learning. It constitutes the distinction between the interest and the effort method of teaching. The play method constitutes the difference between being driven forward by an inner interest as compared to being forced forward in conformity with the wishes of another. It constitutes the distinction between the old "training" and new education. It constitutes all the distinction between the individual trained by indoctrination to follow on, as compared to the individual educated through vigorous, life-giving

Organizing Play Days for Participants

activities to meet the needs of a changing order—namely to make judgments and to solve problems.

Play and Life.

Play is a life interest with its primary application in youth but with an important application throughout life. Edison is reported as having said: "I have never worked a day in my life," in spite of the fact that he has remained in his laboratory twelve to fifteen hours of many days. We need the play viewpoint in our work. Many of us even need the play viewpoint in our recreation.

The joy that comes from the play viewpoint has its fundamental influence both upon our health and our character. Jennings says that joy is an essential element in the growth of the child. (See page 298.) Joy is also an essential element in the health of the adult. We furthermore know that joy is an essential element in proper conduct. Much juvenile irregularity and delinquency can be traced to fear, worry, lonesomeness, and other various types of strain.

We have not begun to see the full importance of joy and happiness in relationship to education and life. When a child is happy, it is a good sign that growth and development in its physical, mental, and moral sense are proceeding harmoniously.

Joy in chilhood lays a basis for life for "unless youth be golden, old age is dross."

Play needs no objectives. It is sufficient unto itself. As Joseph Lee says, *"it is just all right."*

For those, however, who must pin their faith on objectives definite aims are here outlined.

PLAY AND RECREATION OBJECTIVES

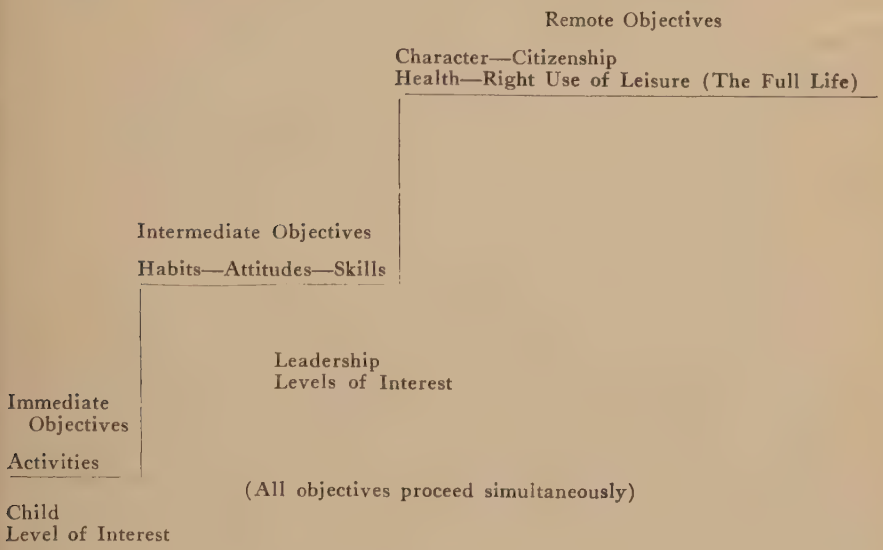
Physical education and play have no objectives beyond those of general education and general education can have no objectives beyond the objectives of life. All education or life has the same remote objective; namely, the full life—the good life.

The objectives of education or life can never be fully enumerated. When seemingly the last objective has been set down, for some one, there will always be one more.

Physical education with its play program is one of the administrative arms of the school. Its objectives are by no means expressed in big muscles, in exercise, or in any physical standards. The play program of activities merely approaches the objectives of education and life through the physical.

Considering the objectives of education three types must be kept in mind; *immediate objectives, intermediate objectives,* and *remote objectives.* In actual practice these objectives do not so separate themselves into immediate, intermediate and remote phases. *All of the objectives are being acquired concurrently.* The term immediate is used because it represents the present activities in which the child is interested. The leader sees beyond these immediate activities to the remote objectives. If leadership is of the proper type

a child will unconsciously be acquiring the remote objectives. The activities or the immediate objectives then become the medium and the only medium through which these remote objectives may be achieved.



IMMEDIATE OBJECTIVES

(Activities)

The immediate objectives constitute the things which are at hand; namely, activities. All education is resident in these activities.

There is no such thing as teaching in general. All teaching is in particular; namely, through a particular activity. This activity becomes the basis of all development.

The physical phase of these activities is of minor importance. It is as Joseph Lee says: "Not what his arms and legs are doing but what is going on inside, is the important thing."

The Activity Drive.

The activity drive is one of the powerful, dominating forces of child nature. The play hunger is almost as strong as the food hunger.

No play instinct is claimed. Particularly is this true of the form in which the play drive expresses itself. The form of expression is definitely learned.

McDougall calls attention to the strong tendency to engage in playful activities. He says "While play is not an instinct, nevertheless play must be reckoned among the native tendencies of the mind of high social value."

Hetherington ascribes this strong tendency toward activity to a neural hunger, which makes the basis for the drive neural rather than physical.

Certain it is that activity is more satisfying than inactivity. There are certain types of activity which bring more satisfaction than other types. This satisfaction in certain types of activity has deep psychological and biological roots which have militated in favor of the human race.

The Activity Drive is Non Selective.

The very fact that there is no instinctive form of expression of the activity drive places an extra responsibility on society to direct these activities into socially useful channels. Allport says "that the social psychologists ought to regard childhood, not as a blank period for the ripening of systems of conduct, but as an opportunity which must be used in learning such useful behavior through social contact. Responsibility for guiding these activities into socially useful channels lies with us and not with our ancestors." We may through this guiding process see our children develop modesty, rivalry, wholesome and properly expressed resentment, regard for family, self-assertion, and other socially desirable qualities. Additional support to the theory of an activity drive is given by Thorndike. He tells us that without question play activities represent "original bonds between certain situations and certain responses." He further calls attention to the fact that play is "infinitely more original and less a product of training than is work." The task of present-day society is to guide this drive into socially useful channels.

Leadership the Key of the Problem.

Leadership looms larger and larger in a program where the form of activities is determined by "social habits" rather than by instinct. Leadership is in reality the core of the playground and recreation program. As is the leader so are the children under his direction. (See page 318.)

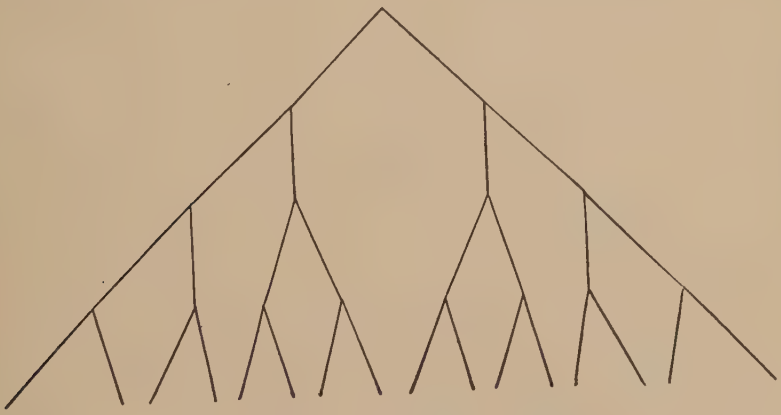
Choice of Activities Important.

No small part of responsibility of leadership is the directing of the choice of activities of the children. Some activities are

"blind alleys" and some are "open trails"; some lead on; some lead on only for a short time, then stop; some lay the foundation for growth and some for decay. It all depends on whether or not the "activities lead on to further activities."

Activities that Lead On.

If the intermediate and remote values are to be achieved (see page 43) activities must lead on. One activity lays the foundation for another.



BRANCHING CONTINUES WITH GROWTH

New connections are made and new associations are tied up in new ways. This alone guarantees growth over a series of years.

If activities are to lead on they must be selected in the light of the interests of the child and the experience of society so that the interest will be sustained. In brief, the basis of selection is the child's interest and social experience.

In the selection of activities Dewey says:

"The teacher must ask two questions: Will the proposed mode of play appeal to the child as his own? It is something of which he has the instinctive roots in himself, and which will mature the capacities that are struggling for manifestation in him? And again: Will the proposed activity give that sort of expression to these impulses that will carry the child on to a higher plane of consciousness and action, instead of merely exciting him, and then leaving him just where he was before, plus a certain amount of nervous exhaustion and appetite for more excitation in the future?

"The peculiar problem of the early grades is, of course, to get hold of the child's natural impulses and instincts, and to utilize them so that the child is carried on to a higher plane of perception and judgment, and equipped

with more efficient habits; so that he has an enlarged and deepened consciousness, and increased control of powers of action. Wherever this result is not reached, play results in mere amusement and not in educative growth.

"Upon the whole, constructive, or 'built up' work (with, of course, the proper alternation of story, song, and game which may be connected, so far as is desirable, with the ideas involved in the construction) seems better fitted than anything else to secure these two factors—initiation in the child's own impulse, and determination upon a higher plane. It brings the child in contact with a great variety of material: wood, tin, leather, yarn, etc.; it supplies a motive for using these materials in real ways instead of going through exercises having no meaning except a remote symbolic one; it calls into play alertness of the senses and acuteness of observation; it demands clear-cut imagery of the ends to be accomplished, and requires ingenuity and invention in planning; it makes necessary concentrated attention and personal responsibility in execution, while the results are in such tangible form that the child may be led to judge his own work and improve his standards."

(Elementary School Record, pages 145–149, June, 1900.)

Thus it is clear when we want "activities that lead on to further activities" we prefer:

1. Intrinsic rather than extrinsic learning.
2. Participation rather than mere onlooking (spectator).
3. Community recreation (willed and participated in by the community) rather than commercial recreation.
4. Activities planned with the child rather than for the child.
5. The joy of play activities rather than mere excitement.
6. Interest impelled activities rather than activities impelled by prizes.

EDUCATION BASED UPON ACTIVITIES

It is through activities that individuals are educated. The bulk of these activities are play activities. Looming large in these activities are what we call the playground activities, or the big-muscle activities. The objectives of these activities are fourfold.

The Development of Organic Power.*

Organic power is probably best illustrated in what we call *endurance* or *vitality*. It means simply the power to expend great energy and to withstand fatigue. This organic power is today tremendously needed. It is a matter of common knowledge that many of the men in present-day positions of great responsibility

* Terminology from Clark W. Hetherington.

were raised on the farm. In the big-muscle activities on the farm their organic power or endurance was obtained. More and more there is a strain upon the nervous system. There is the hurry and worry of business life. If men are to stand under this strain, there must be built up through big-muscle activities—playground activities during childhood and youth great organic capacity.

Menti-motor Development.

In play activities menti-motor power is developed. This means simply that the latent powers in the neuro-muscular mechanism called strength and skill are developed; and that millions of nerve cells are brought into functional activities under the control of the will. This power is greatly needed today in connection with the varied and highly mechanical life that we live. Quick responses learned on the athletic field or in simple games may save a life in the crowded traffic, or prevent accidents in connection with our modern factory system.

The Development of the Impulses.

In the games of childhood and youth the most powerful impulse tendencies of human nature are exercised. Character traits are developed. In the stress of the game the temptation is particularly strong to be unsportsmanlike and violate the rules for the sake of winning. Probably the most effective instance where the child distinguishes right from wrong is when other children point their fingers at him and say, "You didn't play fair." Playground activities offer a tremendous range of opportunities for guidance and the development of the impulses in an approved direction.

Development of Judgment.

In no phase of education is it necessary to think situations and to will coordinations so rapidly as in playground activities. Judgment is necessary. Action must be instantaneous. A slight error in judgment is fatal to the individual and to his team. The entire being of the player is set upon making a good showing for his teammates. He thinks because thinking is imperative in play to do his best.

Based upon these fourfold objectives are the intermediate and the remote objectives or what we here term as standards of behavior, namely:

1. *Health as a standard of behavior.*
2. *Character as a standard of behavior.*

Over all these objectives and ways of acting is the adult adjustment to the recreational life, namely *the right use of leisure.*

INTERMEDIATE AND REMOTE OBJECTIVES FLOW OUT FROM ACTIVITIES

Only under leadership can the real objectives of education be obtained. (See page 318.) These remote objectives exist in the mind of the leader and seldom in the mind of the child participating in the activity. Endurance is acquired by enduring in the activity. Courage is acquired by being courageous in the activity. Good citizenship is acquired by acting in a sportsmanlike way in the activity. None of these abstract qualities of citizenship, character, or even health can be taught away from the activity.

O'Shea has found that a knowledge of health rules has little or no effect on health practices. The fact that children memorize rules in regard to standards is absolutely no guarantee that they will practice the standards.

Some writers claim that there is no relationship between the standards of citizenship of the child situation in the game and the adult situation in life. There is absolutely no foundation for this theory. These situations flow from one into another. Habits, attitudes and skills learned in one situation dominate the next situation. If this were not true there could be absolutely no argument given for any type of character or moral instruction during youth. If early attitudes do not influence future conduct why bother with them? Wait until the child becomes twenty-one and give him all these standards in a book and let him memorize them. This is, of course, ridiculous because it could never happen that way. All of which goes to prove that *attitudes acquired in play situations of childhood will eventually dominate life behavior.*

Individual's "Want" Determines Action.

It is, in the end, what does the individual want to do? Does he want to play fair in the game or in business? Does he want to keep the rules in the game or politics? Does he want to give to society a little more than he gets? This want is an attitude—it can be influenced. The play leader who is guiding this powerful activity drive stands in the position of the mighty. His word is

law. His approval together with that of the group is a matter of great moment.

A boy will want to live up to high social standards if they are the standards of the group. Emerson said: "My friends thought me greater than I was, until I became as great as they thought me to be." High standards must be the vogue in practice not in talk. *They must be popular in the field of action.*

Analysis of Activities.

Let us analyze the drive of some of these activities:

What is it that brings a small boy "up to the bat" in a game of baseball and prompts him to swing his bat at a ball? What is it that drives him to first base after a "hit," that pushes him on to second and then to third and finally pushes him on till he falls exhausted at the home plate? What is it? If we knew this, we would know many other things. From whence comes this want, drive, zest that we see in the game as well as in many other types of life activities?

No one compelled this boy to exert himself to his utmost. There was no parental compulsion, no city ordinance, no state law, no corps of police officers to force him to do it.

What is it?

The same boy has never been known to exert that same amount of energy in the same length of time splitting kindling wood or running to the corner grocery for a loaf of bread.

"Ah! That is the very point!" say the critics, harping back to the Puritanic philosophy. "It is a pure waste of time. It is teaching him bad habits. He will probably play when he is old." And then our critic philosophizes: "It is probably not so serious. When he grows up, he will give up his 'child's play' and settle down to the serious things of life."

What is it that takes grown men in the maturity of their senses, serious men, big business men, out to an open field with a long stick and a little white ball to spend three or four hours propelling a little white ball from eighteen particular places to eighteen other places in the least number of strokes?

No one has compelled them to do this. Here again, there are no state laws or city ordinances, or police compulsion and yet practically every municipal golf course in the country will have probably one hundred people waiting at daylight on certain mornings. How many men in the country get up at that time of night and await the

break of dawn to start spading the backyard, painting the porch or repairing the garage?

Our critic will say: "Oh, they will grow up after awhile and settle down to the serious side of life."

When?

The player's own explanation of why he goes out would be wholly insufficient. He would say: "I need the exercise, and it is so nice to be out in the fresh air," and all the other things which he thinks are the guiding motives, but they are not. He could get the same exercise on a walk, but he doesn't take it. He could get the fresh air and the same exercise by knocking a condensed milk can about the street in front of his house with a hockey stick, but probably not enough money could be given him to get him to do it.

There is just that something. What is it? It is in response to a want.

That something transfers the "must" of an exterior force, compelling an unwilling individual, to an inner "want," driving forward, a willing individual. That something makes just the distinction between drudgery and joyful play for the child and joyful work for the adult. That something makes the distinction between commonplace and art.

This drive is all powerful. There is another thing which you must see and that is that this drive is not selective. It may choose the bad as well as the good. The element that makes use of the drive for the forming of standards of *health* and *character* should be spelled with capital letters and shouted from the mountain tops. It is *leadership.*

In the light of what Thorndike lists as satisfaction we see why the game of baseball is so charged with dynamic possibilities. They are enumerated as follows:

"First the satisfyingness of activity, mental or physical, at which one can succeed.

"Second, the satisfyingness of mastery.

"Third, the satisfyingness of submission *to the right kind of man.*

"Fourth, the satisfyingness of company and cheerfulness.

"Fifth, and most important of all, the satisfyingness of that feeling that one is somebody of consequence—which we may call the sense of approval."

(Quoted from Harper's Magazine.)

Under present American conditions Thorndike believes that the last deserves to be ranked next to hunger, sex, physical safety, and intolerance of bodily pain, as a motive of conduct.

REMOTE OBJECTIVES

The objectives referred to on page 34 flow naturally out of activities under leadership, but the remote standards depend upon what the child "wants." The child must be made to see the relationship between health and the things which he wants to accomplish. Then, and then only will health rules be of any vital importance to him. In like manner must be laid this basis for character and citizenship.

HEALTH AS A STANDARD OF BEHAVIOR

The basis of the desire for health is the desire to accomplish, to achieve, to amount to something. No promise of a long life, of vitality at sixty, of absence of pain, will motivate health habits. (See Thorndike's Analysis, page 42.)

Of this Hetherington says:

"Investigation has shown that there are three psychological roots to a spontaneous interest in health. One is the interest in pain and discomfort, and the removal of the sources of annoyance. The second is the interest or enjoyment in the feelings of elation or buoyancy in a condition of positive good health. The third is the interest in, and tendency to act on the relationship of condition to the primary and impelling purpose of life, i.e., the enjoyment of activities, achievement in activities and personal realization of desired traits in activities."

(Outdoor Life, August, 1924.)

We many times sacrifice health to achieve. Henry Cabot says:

"We make a ridiculous fetish of health nowadays. Three of the very best things in life—heroism, artistic creation, and child-bearing—are often bad for the health. To avoid heroism, creative work, and child-bearing because they may injure the health, would show a conception of life no more warped and distorted than that which bids us dance and be merry because forsooth it is healthy to do so! As a rule, and in the long run, athletics and games probably promote that total enhancement of life, one aspect of which is health. But temporarily and in some cases permanently, they leave their scars upon the body, though not such scars as are ploughed into mortals by the more strenuous and dangerous activities of helping to create a new machine, a new symphony or a new child."

(What Men Live By.)

Training to Keep Fit.

Why do men train—subject themselves to strict health rules—save for the thrill that comes from accomplishment through activity? The individual sees only achievement in the immediate activity but leadership looks beyond to its remote objective—namely, power for achievement.

The Game's the Thing.

Resident in the play activities are the powerful health incentives. These flow naturally out of a program of activities under leadership.

Hetherington outlines the two steps in the building of health standards as they flow out of play activities:

"The first step then in a psychologically and educationally sound method of teaching health is to give full swing to the development of natural and self-impelling interests in activities. The interests in the activities, in achievement, and in the development of desired personal traits, give the primary drive for the development of an interest in health.

"Few educators and fewer medical men have any realization of the radiation of the interests of children in achievement and in the development of personal traits when the activities are given a chance for a full and normal development. The development of organic power and nervous reserve in the activities was referred to above as the developmental source of health. This development can be secured only through the natural development of the interest of children in the activities. This interest is, further, the basis for the development of associated interests in health practices. Yet almost every influence in our civilization tends to inhibit the development of a normal big-muscle play life. Hence it is important to emphasize the necessity of developing normal incentives for activities.

"The second and related step in a psychologically sound method of teaching health is to develop the incentives in the conditioning process. In the phrase *conditioning process,* the word *condition* refers to health and the word *process* refers to the conduct to keep in health or condition. It is a 'keep fit' or 'training' process."

(Ibid.)

Training Rules for Games Lay Basis for Keeping Fit.

The conditioning process flows naturally out of the play life of the child.

The place of proper activity in the field of growth and development is well established. Biologically it is sound. The question merely is what kind of activity? It will be readily granted that

many types of exercise would be devitalizing to the child. The fight against child labor is partly upon this basis.

The activity which is going to rebuild, to refreshen and to become an important factor in growth and the basis of development must be spontaneous, joyous and vigorous.

The modern city life has revealed the situation that men, all men, including women and children, will take advantage of the latest modern invention to relieve themselves of physical exertion. We can lay it down as an axiom that "All men are lazy" and will continue to be so. The exercise which we take must be motivated by a gun on our backs, a tennis racket or golf stick in our hands, a game to be played.

What is this age-old hunger? What has been its place in our biological heredity? It is safe to say that big-muscle activity has been an important element in the survival of the race. Vigorous physical activity was necessary to live. This vigorous activity in turn developed strong bodies able to engage in more vigorous activities. The strongest and best survived.

Healthy bodies will be built today just as they have been in past generations and the degree of our success in this effort will depend upon our following age-old methods.

The game contains the biological drive of the past ages. We should be happy that the by-product of the game is exercise—the much-needed element of health. We simply do not want anyone else to play our tennis or our golf for us.

Herbert S. Jennings of Johns Hopkins University has given this activity a noteworthy summary:

"There is one method of the exercise of powers that is almost free from these dangers—over exertion—and that is what we call play. For years play was looked upon merely as a sort of inevitable waste of time among children, but scientific study of the cultivation of these organisms has shown that play is in most respects the best, the ideal form of the exercise of the powers. Particularly is this true for the younger children, but it is in large measure true as they grow older. Play is the activity which their own natures suggest and guide; it is varied as their diverse budding capabilities require; and when free it is not carried beyond the point where one activity interferes with the development of others. The young child perhaps learns more and develops better through its play than through any other form of activity. Opportunity for varied play under healthful outward conditions is beyond doubt the chief need of children; comparative study of the mental and physical development of children to whom full opportunity for such play is given shows striking superiority, as compared with children to whom such opportunities are denied."

(Suggestions of Modern Science Concerning Education, page 46.)

Training Rules of the Game Encourage Rest.

The relation of exercise, the by-product of vigorous play, to sleep has not been given the thought which it deserves. We recognize that there are different qualities of sleep. There is the sleep which follows a day of vigorous physical activity and which results in a complete re-building of wornout tissues, and a refreshment which prepares one for new activity. There is also the sleep which follows a day of nervous excitement. This sleep finds one entirely unrefreshed and ill-prepared to face the labors of a new day. Activities of the playground type thus enter into the field of rest and have their contribution to make in the cycle of wholesome living.

Training Rules of Game Lay Foundation for Nutrition.

Nutrition is something more than food to eat and air to breathe. There must be a harmonious environment for the human organism. There must be happiness. Jennings again points out that "malnutrition is to be combated by bringing about free and full development of all the capabilities" one of which he calls "happy play." He further states:

"One of the most striking things in the development of modern psychology is its gradual recognition of the great value of those pleasurable emotional states which may be classed together under the abused word 'joy' and of the harmfulness of the opposite emotional states—anxiety, sorrow, worry, fear, pain and the like. The condition of happiness, of 'joy' is that in which development is unhindered and flourishing; in which the functions are proceeding harmoniously; while worry, fear, unhappiness, are the marks of the reverse condition of affairs; something is blocked and is going wrong."

(Suggestions of Modern Science Concerning Education, page 42.)

Training Rules an Antidote to Strains and Drains.

In addition to contributing to the program of *Activity*, physical education taught in the play way becomes an antidote for the stress and strain of modern civilization. The strain of large numbers of people living in close proximity to each other on small lots fronting on busy streets is beginning to have its effects on the human machine.

The schoolroom crowded to capacity with its artificial heating, ventilation, lighting and seating, is beginning to be recognized as one of the blights of modern education.

An ever-increasing amount of physical activity which comes as a by-product to the game is being considered essential because:

1. *Play activity in the open* offsets the effect of long hours of sitting with its marked effect in decreased appetite.

2. *Play activity in the open* offsets bad ventilation with its marked tendency to decreased respiration.

3. *Play activity in the open* offsets the effects of bad seating conditions with its marked tendencies to bad posture.

4. *Play activity in the open* offsets a growing list of artificial conditions with their marked tendencies to "blights" and the slowing up of physical development.

5. *Play activity in the open* helps to offset the many conditions of mental strain with their marked tendency to delinquency and the cutting off development of power.

The Daily Dozen Falls Short.

Judged from the standards set up in this article (see page 34), the daily dozen type of physical education or as it is often called, the formal type of physical education, falls far short of meeting modern educational demands. It is not spontaneous; it is not joyous; it does not lead on and many times is not vigorous, although this last qualification might be met. It meets the fifth qualification of not increasing physical strain, although I feel that it does increase mental strain.

The vigorous child needs not only twenty minutes per day of physical activity which he takes because of compulsory school laws, but several hours of vigorous activity which he takes because of a driving inner want. This inner drive carries him beyond the compulsory school laws; carries him into the after-school playground and carries him to the athletic field on Saturdays and Sundays; carries him into the swimming tank and out into the open trail; carries him on to activities that represent not only health, but life.

Inter-school Competition Falls Short.

Judged from the same standards a large part of our high-school athletics falls short. It is not always spontaneous as it needs the crowd for stimulation. It many times is not joyous as has been testified by many athletes. Many of the activities do not lead on to further activities. It meets the fourth qualification of being vigorous; but falls short on the fifth by encouraging strain, through exertion under the stimulus of the coach and artificial rules.

The natural checks of fatigue tend to prevent overdoing in natural group games. The two-mile run or fifteen-minute quarter

under the stimulus of competition offer many opportunities for dangerous fatigue.

As educators we flatter ourselves with feeling that we are building healthy bodies for the coming generation. In many instances the healthy bodies are being built in spite of our efforts, not because of them.

In order to promote this activity the child needs *time* and *space* much more than he needs *adult imposed activities*. We are a part of the run, the chase, the hide, the seek and the dodge. We are a part of the great out of doors. We are a part of all this biologically. It is this biological heredity which has sustained the race. It further represents the only way upon which to base future development.

Modern civilization has made it unnecessary to use all the cunning of the dodge, the chase, the run and the hide and seek in order to sustain life against our racial enemies. It, however, still remains the basis of life in our fight against our modern enemies, the strains and drains of city life.

With this biological heredity as a base, we can mold these age-old activities into a social inheritance which can be passed on from generation to generation. As a means in this transportation "the game's the thing."

If big-muscle type of play activity is to make its greatest contribution to the health side of the child, it will have to qualify in the five following ways:

1. *It must be spontaneous.*
2. *It must be joyous.*
3. *It must lead on* from one activity to another through the years.
4. *It must be vigorous*—big-muscle.
5. *It must not encourage strain* through over-exertion.

Through the medium of the play activities, under leadership, remote health standards may be built.

CHARACTER AS A STANDARD OF BEHAVIOR

As in the case of health, character is a way of acting, it flows out of objectives of activities referred to on page 43. As in the case of health standards, character must be built upon the child's want.

We all know that a boy does not suddenly attain character upon arriving at his twenty-first birthday. When does he attain it or

more important, how does he attain it? Be assured he does not attain character by memorizing rules or by hearing about what he should do.

What is the process? About the age of four the child gets one of the first impressions that there is a distinction between right and wrong, when other children point their fingers at him and say: "You did not play fair." That is the time for leadership. The wise leader organizes the group so that each individual plays according to the rules of the game.

Character is a product of properly guided activities. This is the only place that character can be developed—it is the only process. As the child advances in years he comes to play according to standards and these standards become second nature—namely *habits*. The good citizen is the man who has established habits of good citizenship not the one who has to argue each individual case out each time he meets it.

It is in activities under leadership that these standards can be established. It is only here in the child's world that the standards can be understood by the child.

We have looked upon childhood as a blank period—thinking sometimes when the proper age is reached, we will start training. We wake up and find that at the time we want to start training most of the training is over—habits have been set, attitudes are fixed. We are beginning to see that about six is the proper age to teach swimming, seven or eight the proper age for the child to start using a tennis racket and ball and that most of the caddies can play a better game than the men for whom they are carrying the bag.

This applies also to training for citizenship. *Most of the character and the citizenship traits are formed before the age of twelve.* That is the rich neglected age in which we are prone to think that children are just blank pages.

Let me point out to you the opportunities of this age by showing the similarity between *situations in child life and the situations in adult life.*

GAMES (Organization of the child)	STATE (Organization of man)
TEAMWORK	
The team must play as a unit. One or two "stars" cannot win alone; the team succeeds or fails together. Cooperation is paramount.	The state must act as a unit; part of the community cannot rise while the rest is in the gutter. Cooperation is paramount.

FAIR PLAY—GOOD SPORTSMANSHIP

Be fair, not only with team mates but with opponents. Win, but win fairly! Don't take advantage of a smaller playmate. Be a sportsman.

Win money, honor, fame—but do so honestly and fairly. Be able to look the world in the face with the feeling that you have "played the game."

COURAGE

Be willing to attempt the difficult task and stay with it until the game is over. Play till the whistle blows, go across the finish line.

Be willing to attempt the difficult pioneer tasks of social welfare, as our ancestors undertook the pioneer task of clearing the land for physical welfare.

ORIGIN OF RULES

Rules made by committees and teachers.

Rules made by legislatures.

PLAY BY THE RULES

When the rules are established by committees or teachers, live up to them. If you object to the rules, learn to complain to the rules committee.

When the laws are established by the state, live up to them. If you object to the laws, take your complaints to the legislature.

OFFICERS FOR ENFORCING RULES

Referees—umpires—teachers.

Police courts and officers.

INFRACTION OF RULES

Penalties to your team, or advantage given opponents. Occasionally putting a player out of a game "for unnecessary roughness."

Fines and penalties. Occasionally using reform schools and penal institutions to put one out of the game of life temporarily.

It should be clearly understood, however, that there is nothing inherently good in children's play, including organized team games. Teams may, in fact, become a dynamic force for the training of actually vicious citizens through the desire of leaders to win games at all costs. Citizenship training comes only through the advantages of play plus leadership. The potential force in games may be compared to the potential force of a high explosive. It may be used to blast the Panama Canal for the benefit of mankind, or it may

be used to destroy human life—according to the motive of the man who touches off the fuse.

It is leadership in action not in preachment. There is no use telling children one thing and doing another. They will listen to you and do as you do. We hear a great deal these days about the school not teaching citizenship, about the school falling down in fundamental things. The school is doing more than ever before, but too many boys are doing what their fathers do. The school is powerless when the fathers break the constituted law of the land and brag about it. The school is powerless when the boys see men in high positions of responsibility, unfaithful to their trust and "get by with it." The school is powerless when the children hear their father say, "I got in trouble with a speed cop but that's all right, I know some one down at the city hall." *Business men of America, clean up your own backyards before you criticize the boys of the country.*

We must center the establishing of *standards*—so far as the playground is concerned—*around the program of play activities.*

A great responsibility rests upon any country that claims to be a democracy—namely that every child has a right to be a participant *in interest driving, health building, character forming activities which we call games.*

The only way that a democracy can guarantee this is through the public school. It is the modern physical education department with its play program that is supplying this demand—teaching during the school day skills and standards that will carry over into the out-of-school life of the boy and the girl.

RIGHT USE OF LEISURE

Over and above the objectives of activities discussed on page 40 and the foregoing discussions of the standards of behavior, we have here to consider the adult adjustment in connection with the use of leisure time. This right use of leisure time becomes the essence of the program of recreation. While the right use of leisure time is an adult adjustment, the basis for this adjustment is laid in connection with the play activities of childhood.

A Democratic Education for Leisure.

Word meanings, it is said, range all the way from *zero* to *infinity*. In this title, we have three infinitive words—*leisure, education and democracy.*

1. *Leisure has come to be a big word,* meaningless, however, when it stands alone without a qualification. Everything depends upon its use. Alone it is as a blank without a signature. A signature gives material value to a check, makes effective a death warrant for a prisoner or emancipates a nation of slaves. What kind of leisure then, is the question?

A dualism in education far back in the ages developed the phrases "education for leisure" and "education for labor." This dualism implies that part of the people should be educated to enjoy leisure and part to render "useful labor." It implies that those educated for "useful labor" should assist those educated for leisure. This, in fact, was the situation when Greece made its world contribution.

Clothed in better sounding words in our own country we have many men who advocate this same situation. A bulletin published recently in an argument against the eight-hour day said that the *average men* cannot properly use leisure. What was meant was that just the "white-collar class" deserved leisure. I quote another in an editorial from a magazine:

> "An ideal location for a silk mill would be one in which labor is abundant, intelligent, skilled and cheap; where there were no labor unions and strikes; where the laws of the state made no restrictions as to the hours of work or age of workers; where people were accustomed to mill life; and where there were no other textile mills in the vicinity to share in the labor and bid up its price."
>
> (Quoted from American Journal of Sociology, Sept, 1916.)

Some pertinent questions along this line would be:

Who is entitled to leisure?
How much leisure is one entitled to?
How can we guarantee the right use of leisure?
Should one man have the power to determine how much leisure other men should have?

2. *Education Is Another Infinitive Word.*—Thorndike says: "Education is the art of producing changes." Granting this, what changes are to be produced? Who is to determine that humanity will be better after the changes than before? We have developed a mania for new things—new yearly models of cars; new books, new courses of study; new thrills; new types of leisure—who will determine that these new things are better than the old?

In a static society marked off in classes there was little need for education save in the upper class. Nietzsche says:

"The education of the masses . . . cannot be our aim; but rather the education of a few picked men for great and lasting work."

These few picked men tell the rest what to do. That is just what Germany did in 1918 as set forth by Alexander:

"By an inordinate amount of memorization of the selected facts, by constant drill on the achievements and power of the German nation, by 'line upon line and precept upon precept' for eight years, and then by service in the army, the youthful mind is Germanized, is set like, adamant, and is capable of no change. The work of the Volksschule is accomplished, for the masses think alike and respond as a man to the slightest suggestion from authority."

(Prussian Elementary Schools.)

Dewey sees the same thing in America in 1922:

"When we think of the docility of the young we first think of the stocks of information adults wish to impose and the ways of acting they want to reproduce. Then we think of the insolent coercions, the insinuating briberies, the pedagogic solemnities by which the freshness of youth can be faded and its vivid curiosities dulled. Education becomes the art of taking advantage of the helplessness of the young; the forming of habits becomes a guarantee for the maintenance of hedges of custom."

(Human Nature and Conduct, page 64.)

Or as advocated by one State Director of Vocational Training:

"What we want to do is to teach a boy to stand up to the lathe for nine hours a day for a dollar and a half a day and be satisfied."

(Kilpatrick, Source Book of Philosophy and Education, No. 274.)

Some pertinent questions on education would be:

What are the aims of education?
Who is to determine these aims?
Are the aims for all men, or in the interests of a few?
Who is to determine how much education certain children shall have?

3. *Democracy Is Another Infinitive Word.*—Democracy is not founded on the theory that all men are equal. It does not say so and few men have ever read that into it. The Declaration of Independence says: "We hold these truths to be self-evident that all men are created equal," (comma, not period and here comes the qualification) "that they are endowed by their Creator with certain

inalienable rights and among these are life, liberty and the pursuit of happiness."

Let us consider these inalienable rights.

Happiness.—I judge that happiness means not merely docility, as contented slaves under a good master, but the joy that comes from self-direction and self-expression from serving a cause, from giving and not merely getting.

Liberty.—I judge that liberty does not mean merely equality before the law but liberty of thought and action, liberty to live a decent life and face the world with a chance to win; to give, to serve, to take part in the life of a home and in turn behold the joy of one's children entering upon that same democratic privilege of a wonderful life.

This is what 99 per cent of all men and women want more than money or civic liberty before the law.

Life.—I judge again that this means more than physical life. It means not just life but living, trusting friends and being trusted by friends. Life is never done while there remains one friend. I judge this to mean the life that Jesus referred to when He said: "I came that ye might have life and have it more abundantly."

This then is our problem—What kind of education will train for right leisure in a democracy.

Elements in Problem.

1. *Historic Background.*—I have cited for you the dualism which has arisen in education and pause only to remind you that a demand for leisure for *all men* has come only within the lifetime of the present generation—1927. Aristotle believed that the true life was possible only in the degree in which the physical necessities could be had without effort and without labor. He assumed the necessity of slaves and artisans in order that the intellectual class might live the life of leisure and concern themselves with things "worth while." This sets forth very well the popular attitude in his time and it is not extinct today. The Aristotle theory is held today by many in our own country, somewhat among educators but rather extensively among men in the industrial world.

The fight for leisure for *all men* has been long and bitter. It has concerned itself with a demand for an eight-hour day. To show the rapid growth of this eight-hour day, witness the following: 1909 less than one-twelfth of the workmen in America were on an eight-hour-day shift; 1914 about one-eighth were on an eight-hour

shift; 1919 about one-half were on an eight-hour-day shift and in 1923 another important step was made when the steel industry went over to the eight-hour day. A rough estimate gives three-quarters as the number now on an eight-hour-day shift in industries in this country. It is notable that most of the States have eight-hour-day laws in regard to working women and children.

It will be noted that this growth has been very rapid within the last few years and that much of it has come since the World War, probably a great deal on account of the World War.

It is interesting to note that this growth of the eight-hour-day law has been world wide. In 1919 Austria passed an eight-hour-day law, placing practically all of the industries of that country on that schedule; in 1918 Finland passed an eight-hour-day law; 1919 Sweden passed an eight-hour-day law, likewise Czechoslovakia.

As a world problem this brings us face to face with the problem —are *all men* trained for the proper use of leisure?

2. *Failure of Commercial Recreation.*—The second element in our present situation is the failure of commercial recreation to provide opportunities for leisure time participation. Commercial recreation has advanced hand in hand with spectator athletics. No country in the world has made such rapid strides as America. This situation has been heralded in more eloquent language than it is possible for me to muster to my service. Suffice it to say that commercial recreation is largely a pouring-in process when we need a pouring-out process. It is a case of trying to buy happiness. As Viscount Grey said: "A pleasure seeking but not a pleasure finding people." We have already witnessed five million-dollar-athletic events in this country—two of them were prize fights. We dare not rob the people of their initiative and imagination. "A civilization that bores its beneficiaries is worse than one that overworks its slaves." We are now in the gladiatorial stage of Roman history.

3. *Failures of People to Properly Use Leisure.*—The third element to be considered is the *failure of the people to use the leisure they have.* This is, of course, closely tied up with the last thought. Much juvenile and adult delinquency can be traced to the misuse of leisure time. We have literally developed the "City Where Crime Is Play." This very argument has been made many times by the so-called intellectuals, when they point to the fact that working men have no right to leisure because they abuse it.

However, the way out is forward, not back. Jefferson said: "If a nation expects to be free and ignorant in the state of civiliza-

tion, it expects what never was and never will be." The way out, therefore is forward through education, the proper education for leisure.

4. *Failure of the Modern Industrial System to Provide Joy in Work.*—The fourth element in the situation is probably the largest. It centers around the failure of *the modern Industrial system to provide joy in work.** A few years ago Dennis Driscoll, of the Boston Central Labor Union spoke in Faneuil Hall, Boston, in answer to President Eliot's talk on the "Joy of work." "The Joy of Work," said the speaker and paused. Then as he lifted his head from the manuscript and looked out over the crowded hall, a sound of derisive laughter spread in wave after wave over the audience. There was but one thing to think of such an idea as "The Joy of Work." It was a bitter joke. To the workmen present it was really ludicrous that a man could be so foolish, so ignorant of manual work as to believe that there is any enjoyment in it.

The "iron age" of industry has placed upon man terrific strain —strain that takes out of work all spontaneity—strain that makes man hate work and life. I have in mind a cotton mill where several thousand girls work all day, where the noise of the spindles is so great that conversation is impossible. Unless there be provided a let-down, there will be a break-down. Is it any wonder that these girls take their recreation on the back of a motorcycle on Sunday? Doctor Jacoby says, "Modern industrial living uncovers weak spots in the mental armor which might never have appeared under calmer and less grinding conditions of rural life."

Secretary Hoover says, "The fast repetitive processes are dulling the human mind." Secretary Hoover continues, "We must take account of the tendencies of our present repetitive industries to eliminate the creative instinct in their workers, to narrow their fields of craftmanship, to discard entirely the contributions that could be had from their minds as well as from their hands. Indeed, if we are to secure the development of our people, we cannot permit the dulling of sensibilities." Here again we cannot turn back. The way out is education.

Elements in the Solution.

In outlining the situation, four distinct elements have been considered and in pointing the way out, three elements will be considered.

1. *Better Machinery.*—The first of these elements directs our

*From What Men Live By.

attention to better machinery. Much of the disagreeable work can be done by machinery. We can go one step further than the Mayor of an eastern metropolis did when he presented the street sweepers with white uniforms and addressed them in the public square as "Guardians of the Public Health." That one step would be to have much of that work done by machinery. Some are so optimistic to even suggest that the work of the world can be done in from two to four hours per day if properly organized. We must go forward with the machine age; we cannot turn back if we would, but we must use it in the interest of humanity.

2. *Must Provide Community Facilities for Proper Use of Leisure.*—The second element in the solution of this problem is centered around more community facilities for proper use of leisure time. These must be sufficient in number and variety to provide universal leisure time opportunities.

As a minimum this demands play facilities sufficient in size within walking distance of every child; parks and reservations of sufficient size so that one can get off by himself and "lift his eyes up to the hills whence cometh strength." On the side of the adult recreation this means athletic fields, recreation centers, gymnasiums, tennis courts, golf courses, facilities for hiking, swimming, camping and all other things which make for abundant life.

It would mean more than that. It would mean opportunities for the extension of one's personal experience, opportunities for learning in night schools, extension courses and the whole gamut of adult education.

It would mean not only recreation on the physical side, but it would mean opportunities on the artistic and intellectual side.

It would mean opportunities for participation, *not just witnessing,* dramatics, musical contests, Eistedfodds, and the whole range of allied movements.

It would mean an extended use of libraries, not only for reading, but for research, forums and literary pursuits of a wide range.

It would, in other words, be opportunity for every member of democracy to develop his individual differences as Follett calls it, for it must be remembered that your contribution to the group is your little difference; your little spark of yourself; your soul, which is just that which makes you, you. The little differences will only grow by expression.

3. *Democratic Education.*—Lastly, it means a democratic education and may I hasten to say not only a democratic education for

leisure, *but one also for labor. The two cannot be separated.* No community can educate one group for leisure and another for labor in a democracy. Democracy demands *just that nobody is left out.* Recreation—or leisure—must never become an end unto itself . . . it must be a means to greater ends—activity that stimulates further activity—to intellectual and spiritual ends.

This means no resting of a dead hand of today on the child of tomorrow; no perpetuation of classes or economical strata; no predetermination of vocational pursuits. It means no setting down by a few educational autocrats what the child of tomorrow wants to know without taking into consideration what the child wants to be.

Our daily life is filled with customs which became fixed in our lives before we had a chance to share in the choice—among these are dress, politics, religion, athletics and a great variety of subjects. May I cite just one from history:

Benjamin Franklin left a sum of money to accumulate interest with which to develop a spring near Philadelphia for a water system for that city. A few years ago it matured. Where that spring was located now stand tall buildings. Where that water course existed now run broad streets. The dead hand of yesterday laid itself upon today. That money can be put to no other use. This must not happen in education.

As rapidly as children are able to make their own decisions, the reins must be turned over to them, for only by making their own decisions will progress be possible. Better to suffer temporarily from bad decisions than never to make decisions at all.

In this democratic education each man must be looked upon as an end unto himself—a personality to be held sacred and never as simply a means to accomplish the end of some other man.

This education is not to prepare for life, but life itself. The laughter of the child each day is sufficient unto the day and each day is an end unto itself, if there is not to be another day, and a means to greater days if there are to be more days.

This democratic education must put joy into the work of all men. Much of our recreation program would then not be needed.

May I quote from a pamphlet issued by the Associated Industries of Massachusetts, Boston, 1919:

"Democracy has been defined as 'the organization of society based upon respect for the individual,' and I will show you this afternoon how an industrial organization can be created which will give the maximum amount of opportunity for self-expression of the individual.

"I believe I will convince you that any type of organization that disregards the right of every individual to think and to plan in the day's work is violating the great fundamental universal law. I hope to show you that these forces which are working destructively in society today have been called into existence primarily because we as manufacturers have been so engrossed in the building up of an organization to express our own individuality that we have forgotten that in doing it we have denied the workman the right to express his individuality also. Please bear in mind I am talking as a manufacturer not as a 'social scientist' or political economist.

"A man in order to work willingly must work because he desires to work from within, not because he is forced through economic pressure to carry out orders given by others.

"We have had ample demonstration that the lack of interest and present disinclination upon the part of the workers to produce cannot be cured by more wages or shorter hours. . . . The big problem is how to create an environment in our factories that men will become so interested in their work that their main thought is not going to be for quitting time and pay day.

"This is no unpractical theory, for over and over again I have seen men change from indifferent workmen into men who really cared. It is not the irresponsible 'outside' agitator who is to blame for our labor unrest. The whole trouble is entirely because we do not give men an opportunity for constructive self-expression.

"Our manufacturing plants are destined to become a continuation of the educational system of the country. . . . The schools, however, must not be used as they have been in Germany for industry, but both schools and industry must become the servants of humanity."

Dewey says: *"In the degree in which men have an active concern in the ends that control this activity, their activity becomes free and voluntary and loses its externally enforced and servile quality, even though the physical aspect of behavior remains the same."*

This education must train men to demand better things from life—to demand that their voices be heard in the ends of their labor—to demand their joy that should be a part of labor.

On the other hand *all men* should be so trained that they *want* to do their part in the great team—*humanity*.

In the school this education demands a replacement of mere *subject matter* with life-giving *activities* in which children have abundant opportunities to react *in stimulative situations*.

Our biological heredity is rich in wholesome leisure time pursuits—we are a part of the great out-of-doors, hence our love of the hills and the trails. We are a part of the game—not as specta-

tors, but as participants—to hide and seek, to hunt, to dodge, to throw, to hit, to sing, to act, to model, to color, to express ourselves in handcraft. We must carry on this biological heredity—no longer necessary as such—as the social inheritance of the race.

These modes of expression, these skills, these wants and likes, are stored up in youth and form the "growing edge" of later life —as Kilpatrick says: "The zest of life is at this growing edge." We must keep this growing edge for all men.

This democratic education must point out by experience—not by words—the long roads that lead ever ahead and the blind alleys to avoid; or in other words, the activities that lead on to further activities as compared to those that contract unto one's self others that "turn to dust in the mouth and the end is weariness."

May we not re-dedicate ourselves to democracy, a democracy which not only takes all men into the plan but into the planning—a democracy that respects the personality of each child and adult and sees in each an end in itself and a means to greater ends—a democracy which promotes activities which are ends in themselves, yet means to greater ends—activities that lead on; that we may re-dedicate ourselves to a leisure which is *"a reward of accepting responsibility for service, rather than a state of exemption from it."* That we may re-dedicate ourselves to a life filled with joyous friendship to a people who "prize freedom more than docility, initiative more than automatic skill, insight and understanding more than the ability to execute mere tasks."

If we can do this we will go a long way in establishing the right balance between work and leisure and the development of those wants which *"increase the value of work and of those tastes which increase the value of leisure."*

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CHAPTER V

CITY PLANNING FOR PLAYGROUNDS AND RECREATION *

How much space is going to be necessary in order to carry out this adequate program in accordance with the outlined objectives? This becomes primarily the problem of the city planner.

Cities grow up and become set before people realize the necessity of planning. Many of our older cities are so definitely set that it will probably take centuries to effect changes, and probably some desirable changes will never come.

The fight for city planning has primarily been the fight for human needs. While it has been a fight for human needs, it has been a protection of commercial interests. City planning has kept certain types of factories in one district and certain types of buildings in other districts, thus protecting investments already made. The growth of the city plan, however, will not in the end be determined by its financial savings, but by the human values which it adds to the life of the community. Light and air must be preserved in connection with homes. Residential districts must be protected from the smoke and noise of factories. Schools must be located in reference to major traffic highways and density of residential sections.

Planning Must be Scientific.

A modern municipality should secure to its citizens those physical improvements that will facilitate transportation, promote comfortable and hygienic living, and further the æsthetic character of the community. Such improvements are not the result of casual individual effort but come from the consistent scientific direction of city growth. In the opinion of Mr. Walter Blucher, this direction should comprehend control of (1) street layout; (2) traffic; (3) platting of subdivisions; (4) parks, playgrounds and play fields; (5) local transportation facilities, including rapid transit; (6) waterfront development; (7) public buildings; (8) water-mains; (9) sew-

* For layout and apparatus, see page 269.

erage; (10) housing; (11) zoning; and (12) landscape and beautification.

(Practice of Municipal Administration, page 186.)

Planning for Play Space.

Neighborhood playgrounds, district playgrounds, golf courses and parks must be laid out in relationship to lines of transportation and zones of population. Adequate backyards must be provided on lot areas, or community garden courts must be provided to supply the play needs of the small child. All these elements must be worked out, not only from the standpoint of moving traffic rapidly and efficiently for the safety of all concerned, but from the standpoint of the artistic and the beautiful.

People are beginning to demand the right that they be surrounded by things which are uplifting and attractive rather than by things which are repulsive. Many legal obstacles have been encountered and the fight for city planning has been long and bitter. Its major premises have, however, been confirmed in court decisions.

Mr. Edward M. Bassett, Director of the Legal Division of the Regional Plan of New York City and its Environs, calls attention to the fact that we need a new word with which to designate our play area. He indicates that "playground" is too indefinite: "It does not express the legal quality of the land. We need a word which will mean a plot of land permanently open and permanently available for play."

The word "park" is not just the right word. He suggests that probably the word "play-park" is best from the legal standpoint. Streets and parks have a protection thrown around them in all municipalities. They can not be taken for other uses without very intricate legal steps. Mr. Bassett calls attention to the fact that the school yard does not have the element of permanency, as that provided by the "play-park" which would be shown on the official map of the city. Probably this permanency could be guaranteed by designating the major portions of the school grounds as "play-parks."

Some excuse can be made for cities in the past which have not made ample provision for play space, because of the fact that they did not realize the need. No excuse can be given for continuing to make the same mistake. This is a mistake which every city of America is continuing to make day after day.

How can a city looking ahead fifty years, or even ten years, reserve for the use of the people open spaces? It is obvious that the time to make this reservation is before the land has been built upon.

The Ten Per Cent Plan Unscientific.

Considerable agitation has been made for the compulsory reservation of ten per cent of the land of all new subdivisions for open spaces. It has, however, some legal difficulties and some practical difficulties.

The practical difficulties are that promiscuous acceptance by the city of ten per cent of the land would not provide a definite scientific arrangement of playground and park areas according to the needs of the people. There are also legal difficulties because too stringent laws may be construed to be confiscation.

Even without legal difficulties, a demand of ten per cent of all new subdivisions would produce an unscientific plan not adapted to the needs of the population. Certain business sections might not need ten per cent for playgrounds and parks, while other districts might be provided with many small unusable plots, but with no large plots.

A Scientific Plan, but Impracticable.

Mr. Bassett suggests the procedure, which he says is easy to outline but will not be effective unless city officials plan many years in advance.

1. *Every municipality* should establish an official map, showing, long in advance of actual acquirement, its main thoroughfares.

2. *Before actual building,* the official map should show secondary streets and play-parks carefully located according to the advice of engineers and the planning commission. The streets should gradually be obtained by condemnation, cession, or dedication. The parks should be purchased before the land is built over.

3. *If the constitutional debt limit* or other reasons prevent the purchase of parks outright, then their cost should be assessed on an area of benefit.

A Scientific Plan That Would Be Practicable.

It is entirely possible to work out a plan that would combine the good elements of the ten-per-cent theory and the scientific theory outlined by Mr. Bassett.

PLANNED

NOT PLANNED

Cities could require that the plots of all new subdivisions be submitted for approval before any streets have been designated. At this time, in accordance with a city plan, portions of the new subdivision could be designated as playground and park areas. This would not necessarily mean that these areas would have to be given to the city. It would, however, mean that they would be reserved for the city and that they could be taken up later when the city was in a position to purchase the land.

This plan would be simple and it would not border on illegality because of any confiscatory elements. In addition, the plan would be scientific in that it would be in harmony with a master city plan. The other advantage would be that it would give the city some time in which to meet the financial obligations involved in the purchase.

A model plan embodying this idea has been worked out and has recently been released for publicity. Copies of the plan are now available and may be had by writing to the U. S. Department of Commerce for a copy of the Standard City Planning Enabling Act.

WHAT ARE THE MINIMUM SPACE FACILITIES WHICH WE MUST HAVE

Play-Lots—the Backyard.

The word "play-lots" has come into rather common use and indicates a place near home for the play of small children.

Who is the small child?

Some say up to five, but the parents who have children know that the child of eight is still a small child.

Put yourself in the place of the parent. How far would you want your little girl, seven years of age, to travel for the purpose of engaging in play activities? How many streets would you want her to cross? As you analyze the situation you immediately see that you want your child near home.

Some one has suggested a vacant lot in each block. This is utterly unpractical because it will be dominated by a few of the older children in the neighborhood. If it could be supervised, it would be all right, but no city could stand the cost of such supervision.

The ideal place is the backyard, and, contrary to the belief of many people, most of the families of America still have backyards. John Nolen, city planning expert, reports that there are 250,000 cottage homes in England's post-war program. In the absence of

individual backyards, garden courts might be provided which would include the formation of a common backyard. Much of the play under these conditions would be under the supervision of the mother because she could see what was going on from the back door.

Substitutes for this might be the garden playground; the roof garden; the home playgrounds such as are being promoted by the Backyard Playgrounds Association of New York. In certain instances, portions of the school yard or neighborhood municipal playground which are very close might be utilized. A full discussion of the layout, equipment, and supplies for the home playground will be given in Chapter XV, page 237.

THE NEIGHBORHOOD PLAYGROUND—THE ELEMENTARY SCHOOL YARD

The neighborhood playground should be the play yard of the elementary school. Where school yards are inadequate, the school board—city, county, or even state—should cooperate in placing play areas adjacent to the small school yards.

This is being done successfully in Portland, Oregon; Oakland, California; and many other places. Description, layout, and equipment of such yards will be discussed in Chapter XVII, page 269. The question of space only will be considered here.

How large should the elementary school yard be?

This question of how much space, reverts back immediately to the problem of what will be the peak load of children on the playground at any one time? This is where the new type of organization, later to be discussed in this book, helps to solve the problem. In the new plan are schedules for play activities on the playground beginning at nine o'clock in the morning and continuing throughout the day. Play facilities are made available before school, at noon, and at recess. This plan will decrease the peak load which comes naturally immediately at the close of school.

In the modern method of scheduling classes throughout the day what percentage of the school attendance at any one time will constitute this peak load? Mr. George Hjelte, of Berkeley, California, estimates this peak load will be 50 per cent. Other estimates have been given both above and below this figure.

Rowland Haynes found this peak load in Cleveland to be 62½ per cent and William Stecker of Philadelphia claims that it is 60 per cent. These per cents may hold for noon periods or recess

periods when all the children are on the playground, but not for the after-school period from three to six.

My experience has been that under a system where the children come out at regular periods throughout the day and where the playgrounds are open in the morning before school, recess, and noon, this estimate is entirely too high.

The modern school is so organizing its program that the maximum number of children on the playground at any one time, namely, the peak load, will be as small as possible. This spreading out of the peak load on the playground is one of the objects of the platoon system, or, as it is sometimes known, the Work-Study-Play school system. Other types of school organization may, however, accomplish the same end by scheduling children for physical education and play activities throughout the day.

After considerable observation and experimentation and after actually taking the attendance on various yards over a period of a decade, I feel that 20 per cent is a very fair estimate for a peak load on any one day. According to this estimate, therefore, 20 per cent of the children in a given community would have to be the number to be provided for at any one time.

Various square-feet estimates have been given in regard to playplace needs. These estimates range all the way from 30 square feet per child in the school, up to 200 or 300 square feet per child. All of the estimates, however, contain one grievous error; namely, they do not take into consideration that a minimum-sized yard is needed for any school.

It is obvious to anyone that a school with one hundred boys would need just as large a baseball field, just as large a football field and just as large a basket-ball court as does a school of five hundred boys. At the most liberal estimate of 200 square feet per child, an attendance of one hundred would yield only 20,000 square feet or a clear area of approximately 140 feet by 140 feet. This is by no means adequate even for a small school.

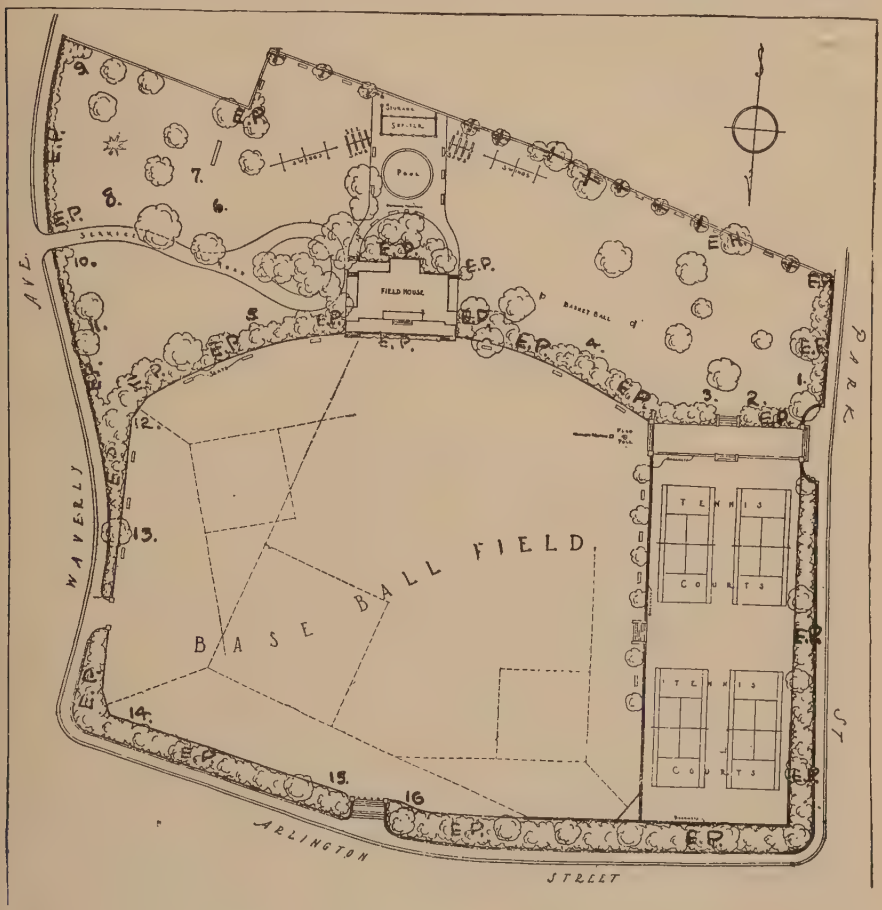
Using the same ratio and a school of six hundred, it would yield 120,000 square feet or a lot 300 feet by 400 feet, which is much nearer to the needs of the group.

Therefore, it is necessary to set down a minimum-sized yard for any school regardless of attendance, then to increase the size of the yard when the attendance goes beyond six hundred.

I should say this minimum estimate should not be less than 400 feet by 400 feet or, in other words, 160,000 square feet. As an

acre comprises 43,560 square feet, it is immediately seen that even this area is less than 4 acres.

Four acres should then be considered the minimum-sized school yard. As the attendance of the school increases, the size of the



Courtesy Arthur A. Shurtleff

PLAYGROUND LAYOUT ON IRREGULAR SHAPED PLOT

play yard should be increased. Probably a 200-square-foot increase per child would meet the needs.

THE DISTRICT PLAYGROUND—THE HIGH SCHOOL YARD

Precisely the same conclusions hold good for the district playground, which in our analysis means the junior and senior high-school grounds or city, county or state park. About the same per-

centage of pupils would constitute the peak load; if anything, I should say it would be slightly less. The games which the junior and senior high school girls and boys play require more space; therefore, the minimum-sized yard must be increased. The fact that these games for older children take more space is well indicated in the following space analysis by William A. Stecher.

For Simple Games.	*Players*	*Space Needed*	*Space per Player*
Ring games	30–40	625 sq. ft.	18 sq. ft.
Tag games	30–40	1,400 sq. ft.	40 sq. ft.
Dodge ball	30–40	2,000 sq. ft.	50 sq. ft.
Volley-ball	20	1,650 sq. ft.	80 sq. ft.
Captain ball	20	2,275 sq. ft.	113 sq. ft.
Playground ball	20	4,900 sq. ft.	245 sq. ft.
For Highly Organized Games.			
Baseball	18	105,625 sq. ft.	5,868 sq. ft.
Football	22	52,800 sq. ft.	2,400 sq. ft.
Basket-ball	10	4,000 sq. ft.	400 sq. ft.
Field hockey	22	59,400 sq. ft.	2,700 sq. ft.
Tennis	4	6,608 sq. ft.	1,652 sq. ft.

Running-track and field sports must also receive attention, and a location for them is usually dictated by local conditions. A track of less than one-quarter mile is undesirable. It can be given a position around a football field. It is possible usually to take care of field sports such as discus throwing, hammer throwing, etc., at one end of the running-track.

The outdoor gymnasium in most instances contains a trapeze, parallel rings, a horizontal ladder, climbing ropes or poles, sliding poles or slides, horizontal bars, and a set of traveling rings. About 1,000 square feet would be a fair average of space occupied by the apparatus.

I should say the minimum-sized yard for the junior or senior high school should not be less than from six to ten acres. In many instances the yard could be fifteen or twenty acres. The fact that this demand is actually being met is indicated in the following reports gathered by the Playground and Recreation Association of America.

Schools Are Meeting This Demand for Space.

In spite of past and even present failures, there is a growing appreciation of the need for providing adequate space and of profit-

ing by the mistake cities have made in not securing sufficient land. Houston, Texas, a few years ago issued bonds for $500,000 to enlarge the grounds of its old schools. San Angelo, Texas, has provided all its schools, except one, with an area of at least two blocks, and two schools have ten acres of play space. At Gary, Indiana, the first school built had two acres; the second, four acres; and the third, eleven acres. Now the standard provision for all public schools in Gary is a twenty-acre tract, ten acres being set aside for the school building with complete outdoor equipment, and ten acres adjoining being reserved as a public park. The building program for Trenton, New Jersey, involves a site of thirty-six acres for the new high school. One junior high school and a new grade school adjoining will have eleven acres for play and sports. Three other new junior high schools will have sites of from six to eight acres each, allowing from four to six acres for play fields. Johnson City, Tennessee, has provided forty acres of land to be used as an athletic field, a site for a new school building, and a public playground.

At least two new high schools in Cincinnati have forty acres. The new school in Flint, Michigan, has forty-three, while that in Wichita, Kansas, has fifty-nine. The California bulletin, February, 1923, shows fifty high schools having from ten to fifteen acres, twenty-seven with fifteen to twenty, and twenty-seven with more than twenty acres. In the eighty-four new high schools of Missouri of which there is record as having been constructed during the last two years, the average size of the ground is a little more than four acres, with several grounds above twenty.

In 1924, $750,000 was spent for school sites at Toledo, Ohio, much of which was for the enlargement of play spaces around old schools. It also included a new high school site of thirty acres. Five acres is the standard size for all new grade schools. In Maryland, high schools have about eight acres of ground to each school. In the city of Baltimore, each school building has 100 square feet per child. The schools are being placed in relation to parks and squares which can be turned into playgrounds. In Delaware the schools have an average of twelve acres, one school having twenty-four. Winston-Salem, North Carolina, with its site of seventy-five acres to provide for future development, and the Technical High School of Indianapolis with seventy-six acres, are setting high standards.

In small communities as well as large there is a growing appre-

ciation of the need for increased play space in school planning. Fairfield, Alabama, recently voted bonds for a school building to be erected on a twelve-acre tract. Crystal Lake, Illinois, with a population of about 3,000, has constructed a community high school with grounds of fourteen acres. At Longview, Washington, a new industrial city, five acres or more have been reserved for the grade-school grounds, and about thirty acres for the use of the junior and senior high schools and a general athletic field.

Much hope is seen in the fact that a number of state boards of education are realizing that prompt action must be taken to insure proper development in the future. Massachusetts is setting as its standard at least twenty acres for each new high school. The state boards of education in Pennsylvania and Virginia are requiring that plans of all buildings and grounds be submitted for approval, and they are not approving any plans for new schools which do not provide adequate play space.

What Some Educational Authorities Have Said About Play Space.

Bulletin 23 issued in 1922 by the Bureau of Education in Washington, D. C., is "A Report of the Commission on the Reorganization of Secondary Education, Appointed by the National Education Association." In the section of this report relating to a school site there appear the following statements:

". . . The demands upon the size of the present-day high school site are as follows: adequate space for physical education, athletic and recreational quarters; provision for gardening and horticulture in connection with agriculture and botanical courses; sufficient space for lawns and landscape gardening; and space for the expansion of the building without encroaching upon the foregoing. . . . There is abundant evidence from experience to prove that no high school site should be less than three acres for the most modest building. Of this space two acres are necessary for physical education. *Five acres is the minimum for a school of 500 pupils. Nothing short of a 10-acre site will suffice for large schools. And even the school of 500 pupils requires this larger site if it is to include a general athletic field with accommodations for spectators. A 12- to 15-acre site is always desirable. . . . To meet standard requirements as to space, the smallest school should have at least two acres for outdoor physical education. This space should include space for baseball, which space will also serve football. Space for two volley-ball games and one playground ball game is recommended. About 100 students in action can thus be accommodated at one time. If the school is to contain more than 600 pupils, the outdoor physical training space should accommodate over 100 pupils at a time and hence must be enlarged proportionately. A quarter-mile

*This is one acre more than our analysis shows (see page 70.)

running-track, pole vaulting, running broad jump, running high jump, standing broad jump, and a spectators' stand wherever included will demand additional space."

Space Estimate by Strayer and Engelhardt.

Professors Strayer and Engelhardt of Teachers College, Columbia University, set down the following standards as to the size and form of elementary school buildings:

"The site should be large enough and of good shape to allow for the proper placing of building. With the tendency toward the erection of large schools, sites of four to six acres should be provided. The playground, exclusive of lawns and gardens, should provide a minimum of 100 square feet per child. The playground should also have adequate playground equipment."

In "Standards for High School Buildings," by Professors Strayer and Engelhardt, the following standards for the size and form of high school sites are set forth:

"No site of less than 10 to 12 acres will suffice for girls' play field, boys' athletic field, tennis courts, basket-ball courts, volley-ball courts, experimental gardens, and proper placement of buildings, and give desirable landscape setting. In large cities, larger areas should be secured so as to make possible an athletic field, separate buildings for gymnasiums, baths, dressing-rooms, shops and the like.

"The area should be contiguous in nature, preferably rectangular in form. It should be recognized that outdoor fetes, pageantry and other festivals have become a definite part of the modern high school program and that the planning of this site should include provision for this type of activity.

"The foreground should be landscaped and sufficiently extensive to give the building an aesthetic setting."

The actual statistics for all senior high schools in one state are here given.

CALIFORNIA HIGH SCHOOL GROUPED ACCORDING TO GROUND AREA

Year		Less than 3 Acres	3 to 5 Acres	5 to 10 Acres	10 to 15 Acres	15 to 20 Acres	More than 20 Acres
1924	Number.....	45	54	99	50	27	27
	Per cent.....	15	18	33	16	9	9
1925	Number.....	48	44	111	56	31	37
	Per cent.....	14	13	34	17	9	11

It is to be noted that park departments, playground departments, or the combined departments, are joining hands with school boards in providing additional space near schools.

THE LARGE PARK—THE MUNICIPAL COUNTY OR STATE PARK

The large park, sometimes called the recreation park, can be located in any place in the city convenient to transportation. There is practically no limit to the drawing area of such a large park if it contains picnic grounds, golf courses, tennis courts, bowling-greens, bridle-paths, etc. Its area will undoubtedly vary from relatively small tracts up to tracts running into the hundreds of acres. The task of providing this is obviously that of the park and playground board rather than the board of education. Where the city park and playground board does not have available large areas, many county and state park boards are supplying them.

THE RESERVATION

Many cities are now utilizing large areas located outside the city limits, sometimes owned by the city, but more often owned by the state or nation. Cities are going hundreds of miles to utilize such space. The Palisades Interstate Park is an excellent example in the East, where a large state-owned area is being made to serve the needs of the congested cities. This park is partly in the state of New Jersey and partly in the state of New York. It consists of an area of approximately forty thousand acres stretching along the west shore of the Hudson in the Nyack, Hook Mountain, and Bear Mountain districts. In addition to preserving the natural beauty of this interstate park, over five hundred young trees and native shrubs have been planted. Literally hundreds of thousands of people make use of this area on outing days and in connection with summer vacations.

In many of the western states the reservation consists of state or national parks or lands of the United States Forest Service. All such lands are being made available to the people in a large way.

People are going out many miles to reach bathing beaches, golf courses, and picnic grounds.

Camps Located in Reservations.

The western municipal camp movement shows the extent to which this is practical. The city of Los Angeles has located a High Sierra camp 400 miles out of the city. Sacramento, Stockton,

Berkeley, Oakland, and other cities have located mountain camps anywhere from 100 to 300 miles beyond the city limits.

BATHING BEACHES

Mr. Lee F. Hanmer, of the Russell Sage Foundation, has indicated the amount of bathing-beach space required.

"Our first consideration has been the amount of bathing beach needed per capita. By such methods of checking up as have been available to us and by consultation with other people, we have arrived at the tentative conclusion that each person using the bathing beach at a given time requires about 150 square feet of space. If the average bathing beach has a total depth of about 150 feet, this would mean one linear foot of waterfront for each person using the beach at comfortable maximum capacity. On this basis, one mile of waterfront would comfortably accommodate 5,280 bathers. Mr. Storey's count of areas on the Coney Island beach taken from an airplane picture when the crowd was rather large gave about 57 square feet per person. I think Mr. Goodrich made a similar count of Atlantic City and arrived at about 78 square feet per person. These counts were made under conditions that were obviously more crowded than we should have in planning for comfortable use of the beaches.

"Of the 200,000 people who were in bathing suits at Coney Island on August 16, we might estimate that one-third of that number were using the beach at the peak of its use, that is, about 70,000 people. These were distributed over a distance of approximately three miles, or over 20,000 to the mile. These were obviously greatly overcrowded conditions. I have seen the beach when it was so dotted with people that they could hardly get about without interfering with one another, and that was not on one of the especially big days. I note that the police report about 100,000 bathers using the Coney Island beach last Sunday, August 23. This was on a day when the total attendance at the resort was estimated at 500,000. The weather was a bit cooler, so not so many were in bathing, but the other attractions drew nearly as many as on the previous Sunday.

"If we could have a mile of bathing beach for every 5,000 or 6,000 people using it at a given time, I should say that we were making about the right provision."

HOW SHALL THIS LAND BE ACQUIRED?

The best suggestions as to how land may be acquired for park and playground purposes have been prepared by L. H. Weir, of the Playground and Recreation Association of America.

Purchase.

1. *Acquisition by direct negotiation* between the governmental agency desiring the property and the owner of the property.

This is the most common method of acquiring recreation areas by governmental agencies and is universally practiced throughout this country.

2. *Acquisition through reserving* designated areas on subdivision plat maps presented for filing and subsequent direct purchase of such areas.

This is the common practice in Philadelphia where a state law gives the city authorities the right to designate on all sub-division plats such areas as are deemed necessary for parks and playgrounds. The city must exercise the right to purchase these areas within three years. If the city does not do so within this time the areas may be cut up and sold by the subdivider.

3. *Acquisition through excess purchase.* This is a method whereby more area is purchased than is needed for the desired recreation area, the surplus being sold with the intention of securing sufficient income from such sales to cover the entire cost of the tract, including the area reserved for recreation. This method is not commonly practiced either by private individuals or public authorities in this country.

4. *Acquisition through condemnation and purchase.* This is the usual method employed by public authorities when it is impossible to come to satisfactory terms through the method of direct purchase with the owner of the desired property. It is never resorted to except in the last extremity because the court proceedings involved are likely to be long, tedious and expensive and the ultimate value decided upon higher than the governmental authority desires to pay.

5. *Acquisition through excess condemnation and purchase.* This is similar to the method described in paragraph 4, except that more area is taken than is desired for the park or other recreation area, the surplus being sold with a view of covering the cost of the original purchase price or partially covering it. The laws of Ohio give municipal governments the right to exercise excess condemnation, but public sentiment is so strong that the right has not been exercised.

6. *District assessment plan.* This is a plan largely used in Minneapolis in acquiring and developing neighborhood parks under the law known as the Elwell Law. The same law is used there also in acquiring and developing parkways and boulevards.

7. *Purchase through revenues from activities* carried on in the use of the properties. In Minneapolis two 18-hole golf courses are being paid for through this method. In Ft. Worth, Texas, an 18-hole municipal golf course is being paid for by this method. In this latter city a large swimming center is also being paid for by the revenues from the use of the center.

Gifts, Acquisition Through.

1. *Gift in fee simple.* This is a method whereby a private individual or corporation deeds in fee simple a given area for recreation to some governmental authority. A far larger number of the existing recreation areas in this country than is usually supposed have thus been acquired. In such a deed there are no restrictions upon the use of the property.

2. *Gift in trust.* The gift in trust of a recreation area usually involves some specific terms with respect to the governing control of the property and limitations with respect to the use of the property. Thus the deed of trust might set up a specific form of governing authority and provide that whenever the area ceases to be used for the purpose for which it is given it will revert to the original owner or the heirs. Such gifts should be very carefully considered before acceptance by any governmental authority.

3. *Gift under easement.* This is a gift not to a public authority but to a number of individuals living in a given locality, by a private individual or a corporation. For example, a subdivider desires to set aside a given area for the recreation of the prospective inhabitants of the subdivision. For some reason or reasons it may not be desirable to deed this area outright to the local municipal government. The subdivider includes in the terms of sale to each purchaser of a lot or lots a perpetual easement right in the area set aside for recreation.

Gramercy Park, in New York City, is an example of such a recreation area. In modern subdivisions recreation areas held under easement by the inhabitants of the subdivisions are now quite common.

In the Sunnyside development the Borough of Queens, New York City, the interior courts of the residential blocks are set aside for recreation use and easement is included in the deed to the purchaser of property in the block.

4. *Gift by dedication.* A subdivider in laying out a subdivision may set aside certain areas and dedicate the same for recreation purpose in perpetuity. Sometimes it may be years before such areas would pass under the control of the local municipal government, but as a general rule if the given areas are desirable for recreation purposes they pass quite readily under the control of the municipal authorities.

In the Sunnyside development, mentioned above, a play field has been set aside by the developers and dedicated for recreation use. It has recently been placed in charge of the New York Community Trust with large discretional powers. The plan is to organize a local citizens committee to have charge of the use of the field.

NOTE: In realty gifts of land for recreation purposes by subdividers are gifts in name only, because the cost of such areas is usually distributed over the remainder of the subdivision.

Transference, Acquisition Through.

This is a method of acquiring recreation areas through the transfer of property from *one governmental agency to another governmental agency*. As a general rule properties thus transferred were originally purchased by the public for some public function other than recreation and in the course of time became no longer necessary for the original purpose. Examples of such transfers of property follow:

1. *Federal Government* (Department of Agriculture, Navy Department, War Department, Treasury Department, etc.) to State Governments. Within recent years there have been many such transfers of Federal Government property no longer needed for their original purposes to state governments for recreation purposes. In most cases there was a purchase transaction involved, but often the purchase price is only nominal.

2. *Federal Government to County Governments.* In a few instances county park and recreation systems have been wonderfully enriched by transfer of Federal properties to the counties. A striking instance of this was the transfer of about five thousand acres from a Federal Forest preserve to Los Angeles County, California, for use as a county park.

3. *Federal Government to Municipal Governments.* There are numerous examples of such transfers, such as old naval stations, forts, military preserves, sections of forest preserves, etc. A striking example of a transfer of a section of a Federal forest preserve to a municipality for a great outlying park is that of Phoenix, Arizona, whereby this city secured a tract of several thousands of acres to be used as a great forest-mountain park.

NOTE: There are specific Federal laws governing the transfer of surplus military and naval areas to states, counties, and municipalities. In practically every instance the Federal Government retains an easement right in such properties so that in case they cease to be used for recreational purposes by the state, county or municipality they revert to the Federal Government.

4. *Transfer by State Governments to County.* An outstanding example of such a transfer is that of the area now known as Mohansic Park (1,100 acres) to the Westchester County Park Commission by the State of New York. This was originally purchased by the State as the site for a state institution, but it was later found undesirable for this purpose. If it ceases to be used for park purposes it reverts to the State.

5. *Transfer by the State to a Municipality.* Recently as a result of special legislation, New York State has been authorized to turn over to municipalities and to counties for recreation use parcels of state land that have come into the ownership of the State as the result of nonpayment of taxes, etc. This transfer is made at the nominal price of One Dollar per parcel. Such parcels of land that are not suited for recreation use may be sold by the State and the proceeds used for the purchase of land for recreation use or for other purposes.

6. *Transfer by Municipal Government to State Agency.* On Long Island the City of New York owned large tracts of land formerly used as water shed and as sites for huge reservoirs. A large part of this area in course of time became no longer desirable for its original use. During 1926 several thousand acres of this property were transferred by the city of New York to the Long Island State Park Commission to be used as a state park.

7. *Transfer by Municipal Government to County Government.* In those counties of the Nation having county park systems there are several examples of the transference of municipally owned property to the county to be used

as county parks. This is especially true of municipally owned park properties, the transfer of jurisdiction being made in the belief that such properties can be better administered by the larger agency. Such a transfer, of course, does not represent an original acquisition. However, old water properties, water front properties, etc., may be thus transferred—a transfer representing a definite addition to recreation area.

8. *Transfer by County Government to Municipal Government.* The county government of the county in which Savannah, Ga., is situated transferred to the municipality a tract of 640 acres on the condition that the city would develop and operate the property as a large outlying park. This property was originally the county poor farm. There are many such properties owned by counties throughout the nation that may just as well be turned into county or municipal parks, as it has been found that as a general rule, it is neither profitable nor necessary to operate large farms in the care of the poor of the counties.

9. *Transfer of property under the control of one department of a municipal government to the control of another department of the government.* In Dallas, Tex., such a transfer of old water properties from the Water Department to the Park Commission added over 2,500 acres to the park system and gave the people two wonderfully fine outlying forest-water parks. In Fort Worth, Tex., the Water Department transferred to the Park Commission nearly three thousand acres of a nine-thousand acre water property reservation, for use as a large outlying forest-water park.

Old municipally owned cemetery sites have thus been transferred for park purposes. Likewise old sewage disposal plant sites, etc. In those few cities throughout the country fortunate enough to have extensive commons, transfer of portions of the common land from the Commons Commissioners to the park authorities have added greatly to the recreation areas of such cities.

Delinquent tax properties are constantly falling into the control of municipalities and counties. These properties become a potential reservoir of playground and park areas.

Recreation Use of Areas Acquired for Another Public Purpose While Still Retained for the Purpose for Which They Were Originally Acquired.

1. *Federal Forest Preserves.* It is now an established policy, and has been for several years past, of the Federal Bureau of Forestry to throw open the forest preserve areas for the recreational use of the people of the nation. The ways in which these vast areas are used by the people for recreation are many, and include tourist camping, organized camping, family camping in permanent locations, hunting, fishing, hiking, horseback riding, etc.

2. *State Forest Preserves.* Practically the same policy has been adopted by State Forest authorities concerning the recreational use of state forests as has been adopted by the Federal forest authorities.

3. *Town Forests.* Here the same policy prevails. Except in Massachusetts there has been no active development of town forests throughout the Nation.

4. *Water Department Properties.* Many municipal water departments throughout the country have opened their properties to the recreational use of the citizens and their families. In a few instances the water departments have actually constructed recreation facilities, such as a picnic place, swimming pools, baseball diamonds, tennis courts, etc.

5. *Sanitary District Properties.* The Sanitary District Commission of Chicago owns large tracts of lands, some of which are being used for recreational purposes. In this particular instance there is no good reason why the major portion of the surplus land under the control of this commission could not be used for recreational purposes.

6. *Water Front Properties,* such as Piers. The Dock Department of New York City has built a roofed-over second story on several of its commercial piers for the purpose of using the second story as a playground for children and evening recreation center for adults. The use of these recreation piers has been placed in the hands of the Park Department. The Dock Department, however, retains ownership and provides for repairs and general upkeep.

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CHAPTER VI

POWERS AND LIABILITIES OF CITIES AND CITY OFFICIALS

Relationship of State and City.

The relationship between the powers of the state and the powers which have been granted to cities constitutes a most interesting chapter in American history. The legislature took over the power to issue corporate charters from the governors of the original colonies. These governors had been authorized as agents of the crown to grant these charters.

At an early date there was resentment on the part of the cities in connection with any state legislative interference. An attempt was made to entirely divorce the powers of the city from any state regulation; this, however, failed.

The interference of the state so confused the powers of the city that the situation became intolerable. Pressure was brought to bear upon state legislatures to remedy the situation. In most states this remedy has been brought about by constitutional amendment, but in a number of states it has been brought about merely by the enactment of laws.

In 1875 Missouri took one of the first big steps toward liberating the cities when it granted St. Louis the right to make its own "freeholders" charter. Most states have now granted that power to cities, merely retaining the right to approve the charter, a right exercised in practice in a perfunctory manner.

McBain says, "Certain it is that no state has yet conferred home rule power upon cities with the contemplation that the people of the several cities will evolve their own machinery for the complete exercise of those powers and in this evolution gradually emerge from irregularity to regularity."

(The Law and Practice of Municipal Home Rule, page 658.)

McBain continues, "No city has ever attempted to draw unto itself the complete powers of the state."

(Ibid., page 677.)

Between the powers claimed by the state and those claimed by the cities there exists a twilight zone. In this zone there is considerable controversy as to powers. The situation will be different in

each state and will have to be interpreted in the light of court decisions.

Tendency of State to Be Liberal.

There is a general tendency today for the different states to recognize the power of the city to spend money for various types of playground and recreation facilities. There are, however, exceptions. A city that desires to secure these facilities should be sure that the state in which it is located has a sufficiently liberal Home Rule or Enabling Act.

The suggestions given below are not meant to be technical and not drawn up from a strictly legal standpoint. They are merely to help the superintendents of recreation who are facing the problem of basic charter powers. All technical questions should be referred to the legal department of the city for an expert opinion.

Many States Have Passed So-called Home Rule Bills.

The following is a list of the states which have passed the so-called Home Rule Bills, authorizing the cities, villages, counties, and townships to operate recreation and playground departments:

State	*Passed*
Connecticut	1919
*Florida	1925
*Georgia	1923
*Illinois	1923
*Indiana	1925
*Iowa	1916; amended 1923
Kentucky	1924
Louisiana	1924
Massachusetts	1919
Michigan	1917
New Hampshire	1917
*New Jersey	1915; amended 1921, 1925
*New York	1917; amended 1924
*North Carolina	1923
*Ohio	1921; amended 1925
Pennsylvania	1919
Rhode Island	1924
Utah	1923
*Virginia	1924
*Vermont	1925
*West Virginia	1925

*Has referendum features.

(For good examples of Home Rule Bills, see page 519 and page 527.)

POWERS OF CITIES TO CONDUCT PLAYGROUNDS

Courts Have Interpreted Liberally.

Many decisions of state supreme courts show the wide latitude which cities have been given in using local discretion as to expenditures for playgrounds.

The power of cities to conduct parks and playgrounds has been well established and the attitude of the courts toward a liberal interpretation in the light of modern recreational need is seen in the following decisions:

School Boards May Buy Playground Property Even Away from the School.

It was held that a board of education was authorized to purchase playgrounds and athletic fields under a statute which authorizes boards of education "to buy or lease sites for schoolhouses and the necessary grounds." This was held in spite of the fact that the playground and athletic field was located one and one-half blocks from the school site.

(Reiger vs. Board of Education [1919] 287 Ill. 590, 122 N. E. 838; Sorenson vs. Perkins [1915] 72 Wash. 16, 129 Pac. 577.)

City Has Power to Build Stadium Even Where a Small Cost Charge is to Be Made for Maintenance.

A pertinent case involved the spending of $100,000 for the purpose of leasing for a period of years a stadium which was to be operated during that time as a private enterprise. Résumé of the case: An agricultural association was the owner of an exposition park in Los Angeles. This association agreed to build a stadium and in consideration of the right to use such stadium, its accessory buildings and grounds at all times, the city and county were each to pay, over a series of six years, a total of $475,000, together with a cancellation of taxes. The opponents claimed that under the charter, no mention having been made of a stadium, the construction of a stadium was outside their jurisdiction. Mention was here made that such an aspect was foreign to the conception of the ancient Greeks. The Court held that the reference to the Greeks was most unfortunate for the opponents' cause. The decision quotes Greek history to the effect that the Olympic games and other Greek games were a powerful factor in unifying Greek brotherhood and the fostering of a congenial spirit such as must otherwise have died away. (Quoted from

Grote.) It was held that the Greeks used their stadiums in exactly the manner in which the one contemplated by the city and county was expected to be used.

(Los Angeles County vs. Dodge 51 Cal. App. 492.)

Another Liberal Decision.

It was here held that the trend of authority in recent years has been toward the granting to municipalities wide range in promoting general welfare or enjoyment. The court decisions held that the building of a stadium was not a private enterprise, because the terms of the lease provided that all receipts were to be expended in maintenance of the property. Under such subsistence neither the association nor its members may derive profit from the use of a stadium.

(Egan vs. City and County of San Francisco 167 Cal. 576.)

Cities May Establish Summer Camps.

It was here held that a city had a right to establish a camp outside of the city limits, charging a small amount under the charter provisions:

"To provide and to establish, own, equip, maintain, conduct and operate libraries, reading-rooms . . . parks, playgrounds, gymnasiums, baths, public toilets . . .; also any and all buildings, establishments, institutions and places, whether situated inside or outside of the city limits, which are necessary or convenient for the transaction of public business or for promoting the health, morals, education or welfare of the inhabitants of the city, or for their amusement, recreation, entertainment or benefit."

(Kellar vs. City of Los Angeles.)

City May Build Auditorium for Recreation Purposes.

A question arose whether a city in North Carolina had authority to expend public funds for the erection of a public auditorium for the convenience of the city and its inhabitants and for the purpose of public meetings, school commencement exercises and lectures, and "incidentally for operas and dramatic performances." The Court, after considering the question, said, "Erection of a public auditorium, while it may not be a necessary expense, is undoubtedly a public purpose, and it has been so directly held in well considered cases on the subject."

(Adams vs. City of Durham, No. Carolina, March 4, 1925, 126 S. E. 611.)

On the other hand, there have been exceptions to this rule and for that reason great care should be exercised in new enterprises.

City Could not Establish a Golf Course.

The Supreme Court of Florida held that cities are without power to establish golf courses. In this case the city of Bradentown desired to build an eighteen-hole golf course adjacent to a certain park. The Court held the city to be without the necessary power.

The constitution of Florida authorizes the legislature to create cities and invests them with the power to "purchase property for public parks and playgrounds and for any other municipal purpose the city council may deem proper." It was urged that this included power to build golf courses. The Court held otherwise, declaring that golf courses were in the nature of a corporate rather than a governmental function. It pointed out, however, that "to further a commendable policy in conserving the general welfare, of encouraging the development and use of the pleasure- and health-giving attributes of the state that make Florida pleasing to residents and peculiarly attractive to those who live elsewhere" the legislature might have expressly passed a law permitting a city to build golf courses, but where the legislature had not made such extension of the law, cities could not asume to act under the mere right to build "parks and playgrounds."

(City of Bradentown vs. State of Florida, December 2, 1924, 102 So. 557.)

City Has Power to Allow Admission to Be Charged on Parts of the Playgrounds.

A board of playground directors has the power to set aside an athletic field and allow the local high schools to make a small charge. The following legal opinion set forth the basis of this right:

"A playground having been set aside by the City Council as a playground, thereby became dedicated to such public uses. Although the Board of Playground Directors is granted 'the complete and exclusive control, management and direction of the aforesaid playgrounds,' it has no power to divert any property dedicated for playground purposes to other than playground uses. Land dedicated to one public purpose cannot be used for any other public purpose."

(McQuillin, Municipal Corporations, Secs. 1606, 1607.

"However, the use of a part of a playground by high school athletic teams does not constitute a diversion to school purposes, because athletics,

whether carried on by playground teams or by high school teams, is clearly a playground use.

"Furthermore, the charging of a small fee by the high schools would not be illegal under the facts of the present case. No hard and fast rule can be laid down as to when the charging of an admission fee will constitute a diversion from a given public purpose. It depends upon the particular facts in each case. Clearly, the Board of Playground Directors cannot charge or authorize the charging of an admission fee to all playgrounds, but, on the other hand, the charging of an admission fee to a playground stadium by a high school team to be used to support high school athletics, would seem to further rather than defeat the purposes for which playgrounds exist. Somewhat analogous is the unquestioned right of the municipality to lease portions of the public parks to private concessionaires and of school boards to require the payment of an admission fee to school athletic meets and contests."

ZONING LAWS UPHELD BY THE UNITED STATES SUPREME COURT

The United States Supreme Court on November 22, 1926, upheld the legality of the zoning laws. The case was before the Supreme Court on appeal from the United States District Court of Ohio. The case concerned the zoning ordinances in the village of Euclid, near Cleveland.

The Court called attention to the necessity of new regulations where people live under modern city conditions. The decision was based on the principle that "public welfare is held as a dominant factor." The opinion of the Court held that modern conditions necessitated the enactment and enforcement of certain municipal regulatory laws, the constitutionality of which can only be considered as they affect the majority. The Court said:

"Regulations, the wisdom, necessity and validity of which, applied to existing conditions, are so apparent that they are now uniformly sustained, a century ago, or even half a century ago would have been rejected as arbitrary and oppressive. Such regulations are sustained, under the complex conditions of our day, for reasons analogous to those which justify traffic regulations, which, before the advent of automobiles and rapid transit street railways, would have been condemned as fatally arbitrary and unreasonable.

"In this there is no inconsistency, for while the meaning of constitutional guaranties never varies, the scope of their application must expand or contract to meet the new and different conditions which are constantly coming within the field of their operation. In a changing world, it is impossible that it should be otherwise."

CITY ACTS IN A GOVERNMENTAL CAPACITY

In the conduct of playground and recreation activities the city acts in a governmental capacity—in other words, is not liable for personal injuries due to the negligence of its servants. This is the outcome of the theory, "The King can do no wrong." Governmental agencies have nearly taken over the privileges formerly assumed by the king. Its application is that when a city is acting for the sole benefit of the public, it can not be held liable for accidents.

General Rule.

"In accordance with the general rule laid down in treating of municipal corporations, concerning the liability of the city for negligence of its officers or agents or in the course of exercising governmental functions, it is held that the maintenance of a park or playground for the sole benefit of the public and not for any profit or benefit to the municipality is a governmental or public function, and in the absence of a statute imposing liability, the city is not liable for personal injuries due to the negligence of its servants."

(Municipal Corporations, Vol. 18, page 1094.)

Playgrounds and recreation centers established and maintained by the city for the general use of children of the city do not substantially differ from a park so far as liability is concerned. Like the parks, they are concerned solely with the duty of maintaining the public health and have nothing of the nature of an ordinary business enterprise.

(Harper vs. City of Topeka 92 Kan. 11, 51 L. R. A. (N. S.) 1032, Pac. 1018.)

Additional Authorities Which Maintain that Parks and Playgrounds Are Operated in a Governmental Capacity.

California—Kellar vs. Los Angeles (1919) 179 Cal. 605, 178 Pac. 505.
Delaware—Pennell vs. Wilmington (1906) 7 Penn. 229, 78 Atl. 915.
Kansas—Hibbard vs. Wichita (1916) 98 Kan. 498, L. R. A. 1917A, 399, 159, Pac. 399.
Massachusetts—Bolster vs. Lawrence (1917) 225 Mass. 387, L. R. A. 1917B, 1285, 114 N. E. 722; Clark vs. Waltham (1880) 128 Mass. 567; Steele vs. Boston (1880) 128 Mass. 583.
Michigan—Heino vs. Grand Rapids (1918) 202 Mich. 363, L. R. A. 1918F, 528, 168 N. W. 512.

WASHINGTON—Russell vs. Tacoma (1894) 8 Wash. 166, 40 Am. St. Rep. 895, 35 Pac. 605; Nelson vs. Spokane (1918) 104 Wash. 219, 176 Pac. 149.

WISCONSIN—Bernstein vs. Milwaukee (1914) 158 Wis. 578, L. R. A. 1915C, 435, 149 N. W. 382, 8 N. C. C. A. 624; Nemet vs. Kenosha (1919) 169 Wis. 379, 172 N. W. 711; Gensch vs. Milwaukee (1922) 179 Wis. 95, 190 N. W. 843.

Parks May Be Used for Playgrounds.

It is clear from decisions that where a portion of land is dedicated for park purposes it would not be inconsistent with the terms of the deed to devote the park to playground purposes. In other words, a playground is a park.

City Acts in a Governmental Capacity in a Camp Where Public Pays Cost Covering Fee but no Profit is Made.

The case of Kellar *vs.* City of Los Angeles held this city to be acting in a governmental capacity in the light of the following situations:

1. *The particular playground* took the nature of a camp.
2. *It was established* outside the city limits.
3. *A small charge* was made for the purpose of assisting in defraying the cost of maintenance.

The particular ruling was that the camp was conducted for the sole purpose of promoting public interest and maintaining the public health and that it had nothing to do with the character of a private enterprise.

(Kellar vs. the City of Los Angeles, 179 Cal. 605, 178 Pac. 505.)

The above case concerned an accident that happened to a boy attending a summer camp conducted by the city. It becomes a very important precedent today with the tendency of the cities to establish municipal camps.

The decision said the city in maintaining a summer camp is acting in a governmental, and not in a private capacity and the city itself can not be liable for any acts of negligence or misconduct by the camp employees in connection with the conduct and management of the camp.

(Kellar vs. Los Angeles, 179 Cal. 605.) And see Perkins vs. Blauth, 163 Cal. 782, 789.

The fact that the city makes a small charge to the people staying at the camp for the purpose of defraying the cost of the maintenance of the campers while there, does not change the situation.

(Kellar vs. Los Angeles, page 610. And see Denning vs. State, 123 Cal. 316, 322; Melvin vs. State 121 Cal. 16; Blair vs. Granger (R. I.) 51 Atl. 1042; Caughlin vs. Omaha (Neb.) 174 N. W. 220.)

"RESPONDEAT SUPERIOR" DOES NOT APPLY

This brings up a very important matter for the consideration of officials and workers in the public playground and recreation field; namely, that the rule "respondeat superior" does not apply to the relationship of city official to their servants. Officials are not responsible for the acts of their servants as is the case in a private corporation.

Non-liability of a Board of Recreation Directors.

This rule as to the non-liability of the officers of the city extends to and includes the acts of subordinate employee working under their direction. Such subordinate employees are not agents or servants of these officers, but of the city; and the rule of "respondeat superior" does not apply as between the officers and such employees.

(Dobbin vs. City of Arcadia, 44 Cal. app. dec. 181; Baisley vs. Henry 37 C. A. D. 13; Bowden vs. Derby, 97 Me. 536; Brown vs. West (N. H.) 76 Atl. 169.)

Such officers do not stand in the relation of principal to such subordinate employees and are not responsible for the faithful performance of their duties by the latter.

(Merritt vs. McFarland, 4 Cal. app. dec. 390.)

"It is the universal rule that a public officer is not personally liable for the negligence of an inferior officer, unless he, having the power of selection, has failed to use ordinary care in the selection."

(Colby vs. City of Portland, Ore., 166 Pac. 537, 542.)

The question as to the liability of the board of recreation directors under the conditions stated is not answered merely by a consideration of the liability of the city under those conditions. There is the same basic rule of non-liability (2 McQuillin, Secs. 536–538;

Newport Wharf, etc. Company vs. Drew, 141 Cal. 103), though there are situations where a city is freed from liability for the negligence of its officers, and the latter are held liable.

(See Proper vs. Sutter Drainage District 35 Cal. app. dec. 695; U. S. vs. McCallun, 281 Fed. 834; School District vs. Williams, 28 Ark. 454.)

The same non-liability applies to boards of education. The school board is considered to be acting in a governmental capacity because it is a branch of the city government to administer laws in local communities. One decision says: "Boards of education, on which is imposed by the state the duty of providing and keeping in repair public school buildings and premises, exercise a purely public function and agency for the public good, for which they receive no private or corporate benefit; and they are not, therefore, liable to an individual for negligence of their servants in the business of such agency."

(Bank vs. Brainard School District [1892] 49 Minn. 106, 51 N. W. 814; Anderson vs. Board of Education of Fargo [1922] 190 N. W. 807; Clark v. City of Nicholasville [1905] 87 S. W. 300.)

BOARD MEMBERS MAY BECOME PERSONALLY LIABLE IF THEY ACT WITHOUT STATE LAW AND CITY CHARTER POWER

If an official board merely exceeds its authority, or is acting outside the scope of its powers or official duty in conducting the activities, the board will be liable.

(2 McQuillin, 536–538; Brownell vs. Fisher, 57 Cal. 150.)

If the city had no power to direct the act to be done the board would be personally responsible.

(Brownell vs. Fisher, supra.)

If the city steps outside its governmental capacity in arranging activities it would be liable.

(Charor vs. Long Beach 174 Cal. 478, 488; Twist vs. Rochester, 55 N. Y. Supp. 859; 4 Dillon, (5 Ed.) Sec. 1647.)

The city of Eveleth, Minnesota, expended in excess of $50,000 for baseball, football, and hockey, and for the building of a hockey rink. The Superior Court of Minnesota held that the expenditures were without public authority and that it was not defense to the action of the public officials that they acted in good faith and thought they had the authority to proceed. The Court in syllabus declared

the law to be that loans to the city credit and all contributions or donations are expressly prohibited by the city of Eveleth, "consequently where city money was used to pay bills for board and lodging of the players on ball and hockey teams, and to pay for lumber used to erect a hockey rink" that they were making donations in violation of the city charter. The Court thereupon held that the city officials were personally liable for the amount expended and could be compelled to pay the same to the city treasurer out of their own funds.

(Burns vs. Essing and Burns vs. Van Buskirk, April 24, 1925, 203 N. W. 605, 608.)

The above merely carries out the general rule that acts outside the scope of charter provisions, constitute misconduct and work an imposition of liability upon the offending officers.

ALL CITY OFFICIALS AND SERVANTS RESPONSIBLE FOR THEIR OWN NEGLIGENCE

A number of court decisions disagree with the theory set forth that a city is in no case liable for negligence. In other words, they have held that simply acting in a governmental capacity does not relieve the city of all responsibility. Courts have held that if cities maintain dangerous nuisances which are attractive to children, a liability may ensue. In other words, if playground apparatus which is known to be defective, and is at the same time attractive to children, is left available to children, courts may declare that it constitutes a public nuisance.

This principle of a public nuisance is old. English courts have recognized this for many years. In England it has been held that a city which permits a shrub bearing a poisonous fruit of striking similarity to an edible fruit, to remain in a public park in an unguarded plot without notice of its dangerous character, may be held liable for death resulting from the eating of such fruit, on the ground that it was an attractive nuisance.

(Glasgow vs. Taylor (1921) 1 A. C. 44, 38 T. L. R. 102.)

In providing a playground there is responsibility to take every precaution to make it safe for children. In other words, it is the duty of the city to anticipate thoughtlessness and mischievousness on the part of children.

(Cooke vs. Midland Great Western (1909) A. C. 229, 15 Am. Cas. 557.)

In another case a small girl fell from a negligently constructed merry-go-round, located in a public playground. This apparatus had existed for over a year and it had not been repaired. The city attempted to avoid liability but was held liable by the courts.

(Canon City vs. Cox (1913) 55 Colo. 264, 133 Pac. 1040.)

None of the above citations should be construed to exempt individuals from liability for negligence. This becomes a particular point of interest to all workers in the field of play and recreation. All employees are responsible for their own acts. In the case of an accident where negligence is shown, employees may be held liable even though the city and the official board may not be held liable.

An officer will not be exempt from liability if he performs his duties in a negligent or unskillful manner; and the fact that the work was done by him in his official capacity will not relieve him from liability.

(2 McQuillin Sec. 537; Perkins vs. Blauth, 163 Cal. 782, 789.)

"Where the duty is plain and certain, if it be negligently performed . . . the officer is liable at the suit of a private individual specially injured thereby."

(Doeg vs. Clark, 126 Cal. 213, 216.)

"One acting in his official capacity is individually liable for the negligent discharge of his duties."

(Proper vs. Sutter Drainage District, 35 Cal. app. dec. 695.)

Nor can this liability of the officers to respond in damages be limited or removed by a charter provision attempting to exempt them from the consequences of their negligent or wrongful act.

(Mattson vs. Astoria, (Ore.) 65 Pac. 1066.)

Another decision held that the city must be held reasonably responsible for proper maintenance, operation and supervision.

(Indianapolis vs. Baker, (1919) 72 Ind. App. 323, 125 N. E. 52.)

From these decisions it seems clear that even though a city be held to be acting in a governmental capacity and under ordinary circumstances is not liable for negligence, if attractive playground equipment is maintained available to children, and knowingly allowed to remain in a dangerous condition, the city itself may be held liable. This seems perfectly proper and on the whole will

militate toward success of playground activities because cities will be forced to recognize that due care should be taken in connection with all types of playground activities which are made available to children.

All court decisions indicate that great leniency will be exercised in connection with accidents which may occur when the city is acting in a governmental capacity, in connection with the city itself, its official boards and its servants. Liability, if any, is incurred only when there is gross negligence, the existence of which is common knowledge.

THE EMPLOYEE IS LIABLE FOR HIS OWN ACTS WHETHER THEY BE "COMPULSORY OR DISCRETIONARY"

Whether the duty performed be discretionary or compulsory, there is no reason why like consequences should not follow the negligent performance of the duty.

(Dillwood vs. Riecks, 42 Cal. app. dec. 602, 610.)

In McCord vs. High, 24 Iowa, 342, the Court said:

"The defendant, as supervisor of roads, is required by law to keep the highways in repair. He determines when and where repairs are necessary and what work shall be done in order to effect the repairs. The determination may be regarded as of a judicial nature. He is also required to direct the work, to make the repairs he has determined upon. This is merely a ministerial duty."

In Butler vs. Ashworth, 102 Cal. 663, the Court held that where the duty of the superintendent of streets is to repair sewers, if he undertakes to make such repairs, he must do it in a careful and skillful manner, and is liable for any damages resulting from his negligence in so doing; and his claim to have done such work in his official capacity will not relieve him from responsibility from such damages, if he does the work in an unskillful and negligent manner.

In Dillwood vs. Riecks, 42 Cal. app. dec. 602, the action was against the county supervisors, as members of the board and as individuals, for the value of a horse burned to death while in a stall at the county fair on the fair grounds owned by the county. Defendants had set fire to the grass around the stalls, and this fire was communicated to them. The stalls were rented at $1.50 per month; but the county made no profit, the income being used solely

to keep up the track used by the occupants of the stalls, free of charge. The Court held that even though the county was not liable that defendants were, and said:

"It seems to us quite clear that where the power to do the act exists, though its performance is left to the discretion of the officer, if he acts in execution of such discretion, his liability would be the same as in the discharge of mandatory duty, and if he performs the act or discharges the duty in a negligent manner, he would be liable in an action for damages by a person injured thereby . . . It is perhaps a debatable question whether or not the duty to care for, manage, and control this agricultural board did not impose upon the supervisors a plain and certain duty to burn this dry grass in order to prevent damage to the property itself or to individuals using it; still, having determined that it should be burned and having undertaken to do it, it was their duty to see that the work was not done in a careless and negligent manner, failing in which a liability arose for damages resulting from their negligence."

CITY LIABLE WHEN ACTIVITIES ARE RUN FOR PROFIT

If at any time activities are run for profit the city becomes liable in the same manner as does a private corporation. This would apply to camps, swimming pools, boating, golf, or any such activity. The fact that a profit is made does not make the act proprietary unless the purpose is profit. It will be remembered as cited before that charging an amount to cover the cost of operation has been held not to come within the field of "operation for profit." If a camp, playground or recreation center should at any time be maintained for profit, as a source of revenue, that fact would convert the duty of the city in maintaining it from a governmental one to a corporate purpose (6 McQuillin, Sec. 2625), and liability would arise in case of injury from the negligent performance of such duty:

(8 McQuillin, Sec. 2678.)

SAFETY SUGGESTIONS

In Order to Avoid Complication and Protect the City, Members of Official Boards and All Employees, the Following Suggestions Are Given:

1. *See that the state allows* the city to perform the particular function in question.

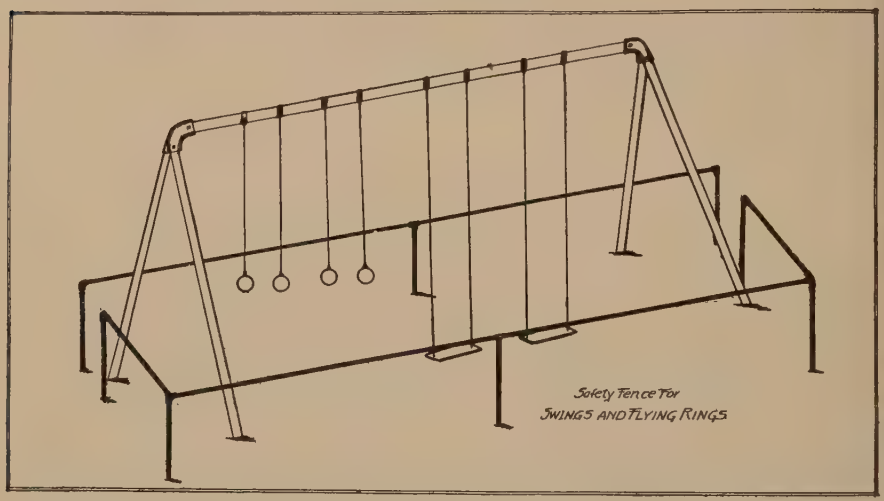
2. *See that charter provisions* of the city allow for the performance of the particular function in question.

NOTE: The official board having the playground and recreational activities in charge would be quite safe in following the direction of the city attorney on these questions.

3. *Governing boards should* use due care in appointing an executive in the person of the superintendent of recreation.

4. *The superintendent of recreation should* use due care in appointing staff and assigning responsibility.

5. *Department employees should* be delegated to inspect all apparatus, bleachers, and any other elements of equipment. Regular reports in regard to such equipment should be filed from time to time in the office of the superintendent.



SAFETY FENCE FOR SWING

Every Possible Safeguard Should Be Taken on Playground. Following Are Suggestions:

1. *Have no apparatus* higher than fourteen feet.

2. *Have no "freak" apparatus.*

3. *Have no apparatus* that turns in such ways that children may have a foot caught or be struck by the apparatus.

4. *Have all swings fenced.* Swings are very dangerous to small children who may walk into them.

5. *Have soft landing,* shavings or mats, under all apparatus from which children are liable to fall.

6. *Have warning signs* posted on apparatus that is not intended for very small children.

7. *Teach children how to use apparatus.*
8. *Have no unprotected bathing beaches.*
9. *Have all playgrounds* in charge of competent supervisors.

This is the most important safety point. It is quite likely that all the other safety suggestions could be followed and no supervision be provided yet officials and even the city could be held liable under the rule "all individuals are responsible for their own acts." It would likely be held an act of negligence not to provide proper supervision for playgrounds.

It is negligence for an officer to select a subordinate who he knows or ought to know is careless or incompetent. It would seem that the selection of no officials to supervise playgrounds would be more an evidence of negligence.

Bleachers and Buildings.

1. *Should be built* by reliable workmen under approved specifications.
2. *Should be approved* by city building inspectors.
3. *Should be regularly* inspected.
4. *Should be properly* insured as to fire.

Swimming Pools.

1. *Should be properly constructed* in accordance with approved specifications.
2. *Should have water* regularly inspected and reports filed.
3. *Should take every* known sanitary precaution.
4. *Should have life-guards* on duty whenever swimmers are in the water.
5. *Should give instruction* in swimming to those in the water.
6. *Should give instructions* to employees as to resuscitation.

Boating.

1. *Should have life-alarm* system.
2. *Should have lifeboat* and life-saving equipment.
3. *Should have employees* instructed in resuscitation.
4. *Should have safe* boats and canoes.
5. *Should not rent* boats and canoes to young children.

Camps.

1. *Should take all known* sanitary precautions.
2. *Should have regular* swimming hours with life-guards in charge.

3. *Should have food handlers* procure health certificates.

4. *Should allow no mountain hiking* unless at least two are in the party.

5. *Should instruct campers* in matters of safety.

6. *Should transport people* to and from camp by means of a "common carrier," and not in city-owned buses.

Other Precautions.

1. *All employees should be informed* in writing of their own responsibility for personal negligence.

2. *Employees should carry public liability* and other forms of insurance when operating city cars, as they would when operating their own cars.

3. *If activities are being operated at a profit,* adequate public liability insurance should be taken out by the board of playground directors to cover the city, its officers, and employees.

Always on guard—Due care—should be the watchwords, not only for the safety of the children and adults engaged in activities, but for the protection of the playground and recreation workers themselves.

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CHAPTER VII

WHAT CONSTITUTES AN ADEQUATE PLAYGROUND AND RECREATION PROGRAM?

The question that will naturally be asked at this point is: "What constitutes an adequate playground and recreation program?" What should be done to fully meet the needs which have been outlined? Once this need is fully known to the American people, it will be met.

All of the remainder of the book is to be devoted to *"What is to be done to meet the need."* Only a brief résumé on *"What the program demands"* will be given in this chapter.

Administratively, the program breaks up into three major age problems: The Problem of the *Pre-School Child;* The Problem of the *School Child;* and The Problem of the *Post-School Child and the Adult.*

THE PRE-SCHOOL CHILD—THE HOME PROBLEM

This first administrative problem takes in somewhat more than would be included strictly under the heading of the Pre-School Child. It includes the children who are of such an age that their fathers and mothers do not want them to be far away from home for their play activities. This originally meant children up to the age of six, but with the heavy traffic and the heterogeneous character of the communities, this age has been raised to approximately eight and even in some instances ten years of age.

The first problem, then, is to guarantee to every small child full and edequate big-muscle play opportunities within the reach of the home. This is going to mean the orgnization of backyard playgrounds, garden courts, roof gardens, cooperatively conducted playgrounds, and municipal playgrounds.

One will readily see that without supervision play space for these small children's activities might become a liability rather than an asset. The full treatment of this solution will be given in Chapter XV.

THE SCHOOL-AGE CHILD—THE SCHOOL PROBLEM

The solution of this problem will center around the public school. It will be seen from the treatment of this subject later in the book that the physical education problems and the playground problems of the school-age child become one. They cannot be separated.

The modern physical education department demands leadership, a program of activities, a time for physical education activities, and space in which to conduct these activities. This space must include

Courtesy Howard Baxter

A Backyard Stage—Note Nail-keg Seats

not only adequate outdoor play space, but indoor space to be used in case of bad weather. The program of physical education activities is identical with the activities which we think of as going on on the playground, in the swimming pool, the gymnasium, the ball field, the camp, and the club. The solution of this problem, then, demands: a thoroughly organized program of physical education within the schools, guided by expert trained leaders, equipped with adequate space and supplies; and time provided within the school day so that every child can be reached daily.

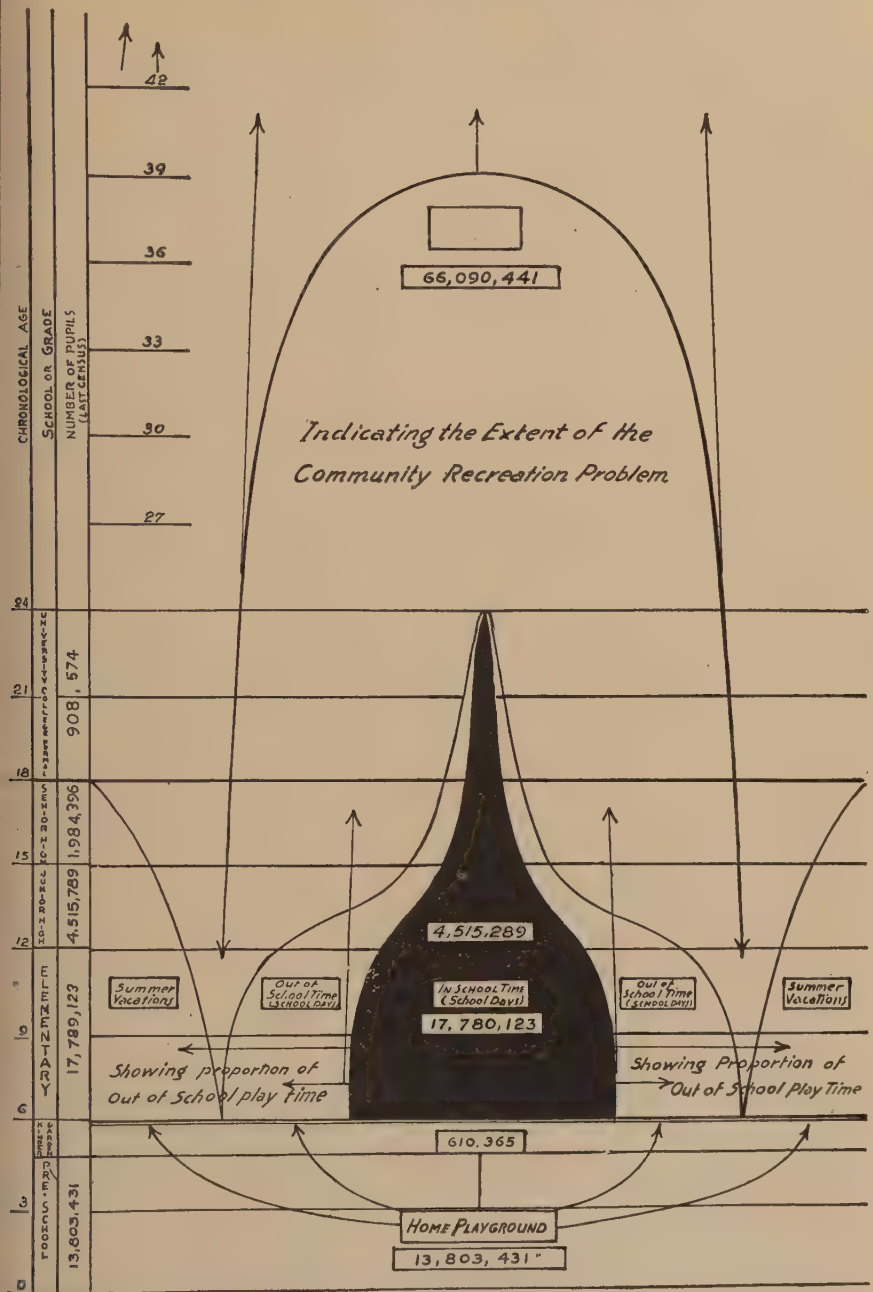
This implies a vigorous, driving program of big-muscle social-group play activities which *appeal to the child as his own because they are selected in response to this needs.* This program demands adequate school-yard playgrounds, open and supervised every daylight hour of the year. This means open and supervised before school in the morning, at recess, at noon, on Saturdays, Sundays, holidays, and in vacations. As will be seen in the following chapter, nothing less will satisfy the democratic demands of today.

THE POST-SCHOOL AGE OR THE COMMUNITY PROBLEM

To the previous prerequisites must be added universal and wholesome recreational opportunities for all the adults of the community. The forms which this adult recreation will take will be as varied as the desires and needs of the various communities of the country. Much of the activity program will be on a self-sustaining basis, a *"pay as you go" plan.* (See page 350.) For that reason facilities which may be demanded by a small part of the community can be provided.

An adequate program for this age group demands large athletic fields for baseball, football, soccer, hockey, which in turn may be used for skating and ice hockey in the winter; swimming pools, adequately equipped so that they may be open every day of the year; evening recreation centers, gymnasiums in sufficient number to meet the demands of the self-organized groups for basket-ball, indoor baseball, volley-ball, dancing; tennis courts, not only of the type on the children's playgrounds, but great blocks of courts for adults, so that anyone can be assured of facilities as well as team mates; picnic facilities, not only the small fireplace for the family group, but large picnic facilities for lodges and Sunday schools; a program of educational dramatics at centers in all parts of the city which will give opportunities for dramatic expression not only to children but adults.

This program must also include community music, combining opportunities not only to listen to good music, but to participate in various musical enterprises; community centers, sufficient in number to accommodate all communities with open fireplaces, gymnasiums, club rooms, reading-rooms, must be opened, not on a charitable basis but on a self-sustaining basis; camping opportunities, not only for the boys' group and the girls' group but for the family groups must be organized—if necessary, several hundred miles out of the



THE PROBLEM—INDICATING NUMBER OF CHILDREN AND ADULTS INVOLVED AND SHOWING DISTRIBUTION OF IN-SCHOOL AND OUT-OF-SCHOOL TIME

cities where families may go—again, not upon a charity basis but upon a self-sustaining basis; a service department which stands ready to advise in regard to the needs of any group, large or small, within a given community.

The remainder of this book will show how such a program is possible through the combination and cooperation of present-day departments, including park departments, playground departments, public schools; municipal buildings; state, county, and national groups; semi-public and private groups. Thus, literally, the program must touch everyone in the community—the small child, the school child, and the family.

SERVICE—THE RECREATION INFORMATION PROBLEM

In addition to serving the three major age needs, there is the problem of service or, as it is sometimes called, the problem of recreation information. (See page 501 for full discussion.) There is almost no limit to the breadth that this phase of the activity may attain.

The recreation department of the city should say to the people: If you want to engage in any sport; if you want to give a dance, or an evening party, a picnic in the hills or on the lake; to join or organize a club, get a baseball diamond, a soccer field or a basketball court; if you want to know where to play tennis or golf; if you want to know the size of any court or how to construct any apparatus; if you want to borrow athletic supplies or get a trained playground director for your picnic or jinks; if you have any other question about playgrounds or recreation *call the recreation department.*

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CHAPTER VIII

HOW CITY RECREATION DEPARTMENTS ARE ORGANIZED

In Chapter VI we have noted the legal difficulties which cities are encountering in organizing playground and recreation activities.

City Organizations Differ.

At the present time these activities are being organized in a variety of ways, in one city under one department, and in another city under another. These new social demands which have been placed upon cities have caused a great deal of confused thinking, which, added to the legal barriers, make the organization of the activities under one particular department very difficult.

A résumé and analysis will be made of the organization of a number of cities throughout the country that are doing outstanding work.

ADMINISTRATION OF MUNICIPAL RECREATION SYSTEM

1915, 1918, 1920, 1921, 1923, 1924 and 1925

The following figures were taken from the Playground Year Books and from the best available information.

Managing Authorities	*Number of Cities*						
	1915	1918	1920	1921	1923	1924	1925
Independent recreation commissions or departments	30	34	38	44	83	89	93
School boards or department of education	25	19	35	28	24	37	40
Recreation bureaus in park departments	8	23	17	20	22	23	28
Joint departments or commissions such as parks and playgrounds	5	..	6	..	7	7	21
Other city departments	2	..	3	..	4	15	8
More than one department or divided responsibility	17	18	22	20	16	28	24
	87	94	121	112	136	199	214

This table does not show the amount of cooperation that is going on between the various departments of the cities. How this

cooperation is taking place will be shown in the analysis of the departments of a number of representative cities.

Detroit, Michigan.

Detroit offers an excellent example of a large city which has a municipal recreation department distinct from the park or school departments. The executive officer is called a Commissioner of Recreation, and is appointed by the Mayor. The Commissioner has wide administrative powers, which may be extended by the vote of the Common Council. A part of the responsibility imposed upon the department by the Common Council is the inspection and licensing of certain phases of commercial recreation, including dance halls, pool-rooms, bowling-alleys, and street carnivals.

While the department is in no way connected with the schools, there exists a very close cooperation. The department conducts activities not only in school buildings, but in parks, playgrounds, play fields, social settlements, parish houses, private property, or in any other places which may be designated by the Common Council.

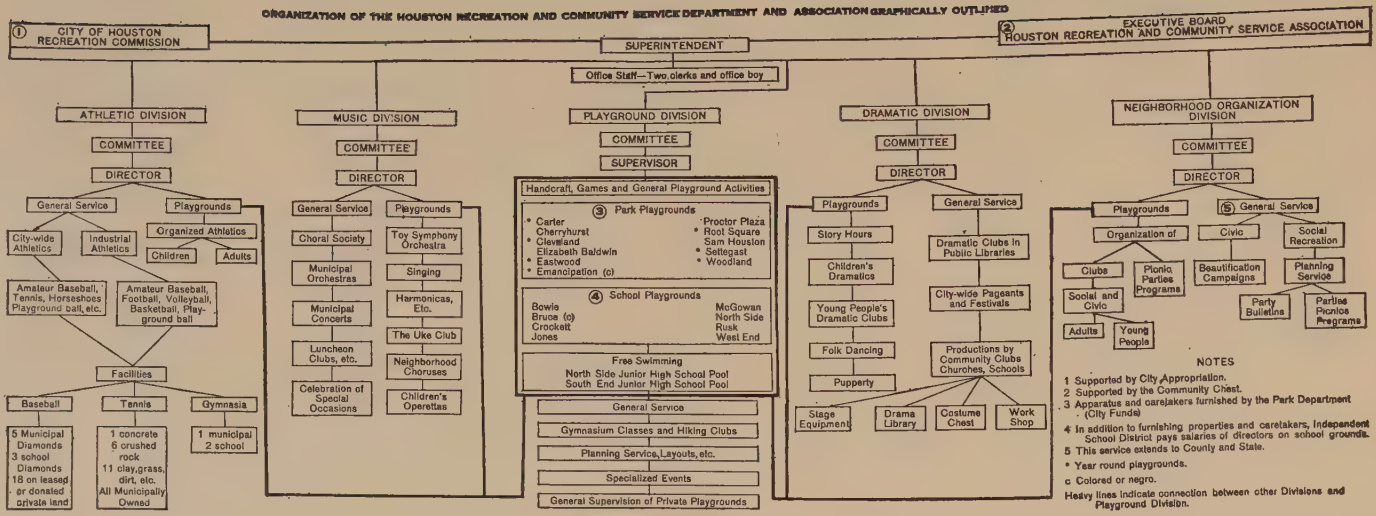
The department has done outstanding work, although a number of weaknesses exist. One of these weaknesses is the absence of a recreation board acting in an advisory capacity to the Commissioner of Recreation. Without this advisory board, the Commissioner, receiving as he does his appointment directly from the Mayor, is liable to be under undue political influence. In Detroit, however, there has been a conspicuous absence of any political interference, but the danger is always present.

Another weakness is the lack of coordination which exists between the physical education activities of the school day and the playground activities. A closer tying-up of these two departments would guarantee a very much more effective program for a larger number of children and adults.

Houston, Texas.

Houston has a recreation commission cooperating with a private group known as the Houston Recreation and Community Service Association. In this cooperation enters the park department and the school department. The department is permeated with an admirable spirit of cooperation. It affords the children and adults of the city of Houston year-round opportunities for wholesome playground recreational activities.

(For organization chart of Houston, see page 113.)



Courtesy Corrine Fondé

ORGANIZATION CHART OF PLAYGROUND AND RECREATION ACTIVITIES IN HOUSTON, TEXAS

San Diego, California.

San Diego offers a good example of the recreation department operating under a joint agreement of the Board of Playground Commissioners and the Board of Education, together with a private group known as the Community Service Council.

All the activities of this group are coordinated, because one central executive administers the activities of all the departments. The cooperative agreement of these departments represents such a fine example of what may be done that it is hereby quoted in full.

AGREEMENT FOR COOPERATION BETWEEN BOARD OF PLAYGROUND COMMISSIONERS AND BOARD OF EDUCATION, SAN DIEGO, CALIF.

The Board of Education and Board of Playground Commissioners in joint session arranged for a committee to bring in a plan for the cooperation of the two bodies in the promotion of play, physical education and community recreation. The committee hereby recommends the following agreement for adoption:

Purposes of Agreement.

The Board of Playground Commissioners and the Board of Education enter into this agreement because of their joint responsibility to use play as an indispensable part of education. It affords character and citizenship training. It develops physical efficiency and mental alertness. It leads to the formation of habits in the use of leisure time that make for happy and more abundant life.

Dealing with the same children, spending the same tax payer's money and requiring the same kind of facilities in the same locations, the two agencies aim to cooperate in order that they may not compete for the attention of the child, and in order that the grounds, buildings, equipment and personnel under any city department may be so utilized as to achieve maximum service to both the children and the adults during and after school hours.

Whatever incidental defects may be found in the details of this agreement, its plain intent is to provide a working basis and to express faith in the ability of the two bodies to work together on broad lines.

Working Arrangements.

The Board of Playground Commissioners and the Board of Education shall annually meet in joint session to select a Superintendent of Recreation. The Superintendent of Recreation shall also be the Director of Physical Education for the San Diego Public Schools, including High, Junior High and Elementary. The salary of this Superintendent shall be borne equally by the two Boards.

That wherever possible, supervision shall be exercised in behalf of adults as well as school children, and include all school athletics, games, dramatics, dancing, pageants, festivals, evening recreation centers in school buildings, exclusive of the needs of the school department, shower baths, dressing rooms and playground supply room.

That, on the first Monday in June, when the election of the Superintendent of Recreation shall be up for consideration, the Board of Playground Commissioners shall meet with the Board of Education in joint session for the purpose of selecting this official. A majority vote of each board sitting in the joint session shall be required to elect. Joint meetings of the two Boards may be called at any time by either, on notice of the Chairman, provided ten days' notice is given.

Los Angeles, California.

Los Angeles is an example of a large number of cities where three major departments of the city are conducting playground and recreational activities. Each department is conducting recreational activities with slight reference to the conduct of the activities in either of the other departments.

The park department conducts golf courses, provides picnic grounds and fireplaces, furnishes camp sites, and in numerous ways promotes not only children's activities but a wide range of adult activities.

The school department, through an excellent organized department of physical education, conducts playground activities on approximately two hundred school playgrounds. These activities are conducted on the afternoons of school days, as well as on Saturdays and holidays and in vacation. This organization is as it should be, the playground activities constituting a carry-over of the physical education activities of the school day. When the time comes that the Los Angeles Board of Education can open and conduct every day of the year a playground in every school yard, there will be no necessity for any other arm of the city to conduct children's playground activities.

(For further exposition of this school organization, see page 141.)

The playground department of the city of Los Angeles conducts playgrounds, summer camps, swimming, athletics, community dramatics, industrial recreation and a number of community centers, including a men's club.

All these activities will eventually be coordinated in two departments, the school handling the activities of the school-age child

throughout the year, and the activity arm of the combined park and playground department handling the activities for the community group.

Jacksonville, Florida.

Jacksonville has its playground and recreational activities organized under a playground and recreation board. While the department is entirely distinct from the school department and the park department, there exists a wide range of cooperation. The department conducts municipal playgrounds and golf courses, and organizes departments of music, athletics, and dramatics. It cooperates with other municipal departments, industries, schools, churches, civic clubs, social clubs, and lodges.

(For organization chart of Jacksonville, see page 117.)

Orlando, Florida.

Orlando is a city with an organized recreation board distinct from the school board and the park board. The department, however, conducts a wide playground and recreation service for the entire community, including schools, churches, fraternal orders, industrial groups, and civic organizations. It is aided by an advisory board representing community interests.

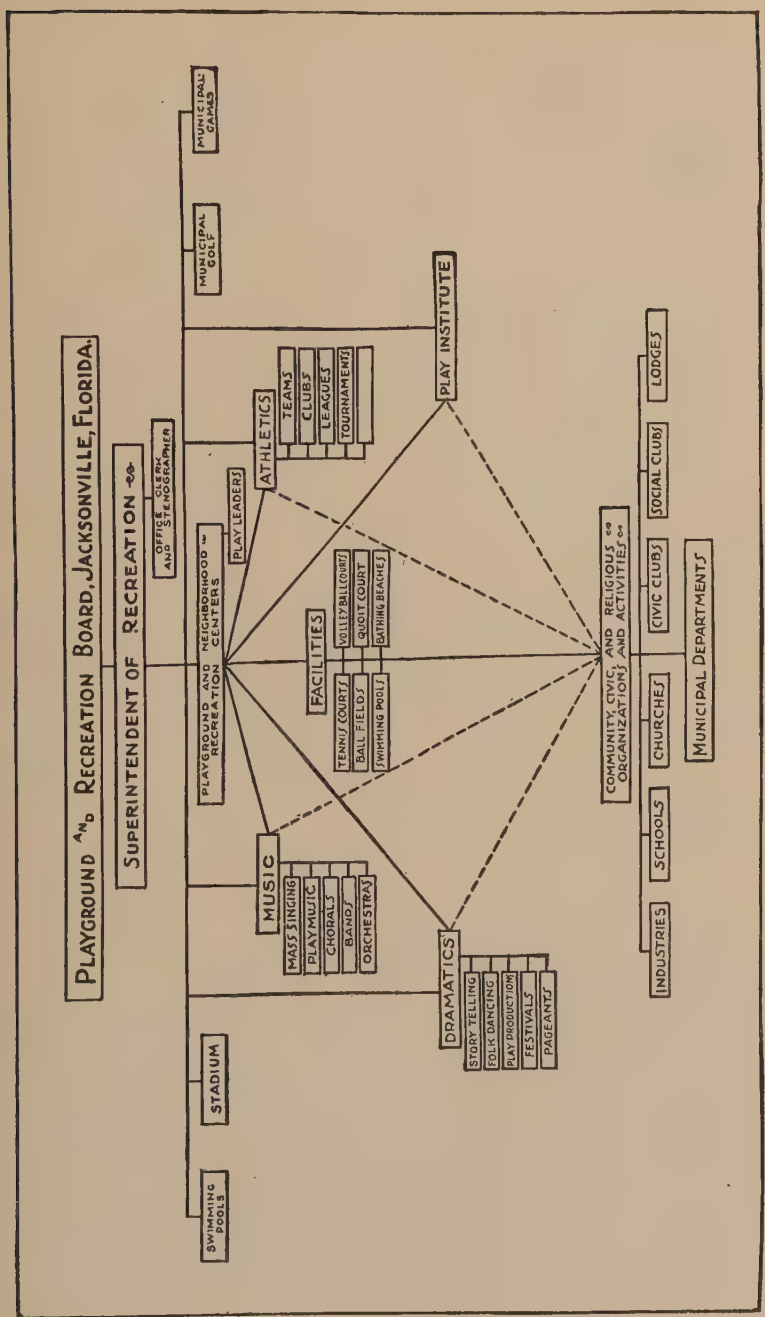
Birmingham, Alabama.

Birmingham was one of the first cities in the country to organize a park and recreation board, which combines what in the past has been known as the activities of the park and playground departments. The State Enabling Act gives the city power to cooperate with one or more other municipalities having like powers, also to cooperate with the board of education in providing, establishing and conducting parks, playgrounds, recreation centers and other recreational facilities and activities. The Enabling Act of Alabama and the By-Laws covering the Park and Recreation Board of the city of Birmingham represent one of the most forward steps in city organization in connection with the conducting of playground and recreational activities.

(For the full text of the Alabama Act and the By-Laws of the Park and Recreation Board of the city of Birmingham, see page 528.)

Oxnard, California.

Oxnard is a small city which is conducting a very wide range of activities. It presents a cooperative plan by which a private



Courtesy W. J. Standford, Jr.

COOPERATIVE PLAN IN JACKSONVILLE, FLORIDA

organization, a city and a county organization join in the conduct of city-wide and county-wide activities. Probably no other small city and county in the country has such a varied program. The department conducts playgrounds, recreation centers and Eisteddfods, consisting of music, dramatics, and art. There is wide cooperation with lodges, schools, civic associations, and clubs. Much of the activities are on a self-sustaining basis.

Utica, New York.

Utica is representative of a number of cities which have worked out a cooperative plan between the recreation commission and the board of education and the park board. While there is no legal connection among the three departments, there is close cooperation in the conducting of playgrounds, community centers, winter sports, tennis, and many other phases of activity.

(For organization chart of Utica, see page 119.)

Evanston, Illinois.

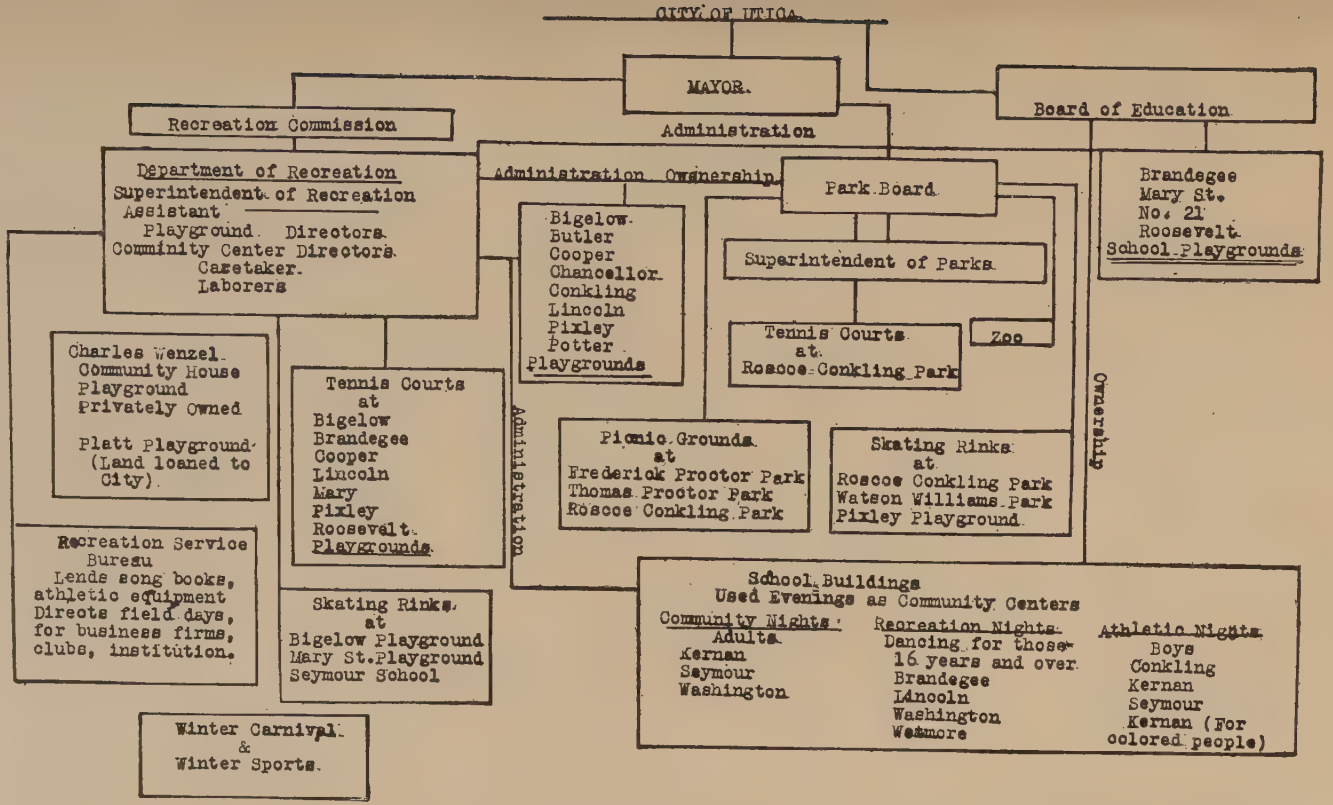
In the city of Evanston the recreation bureau operates through a park committee of the city council. This organization does in fact the thing which is being recommended in this book relative to a union of park and playground activities. There is no overlapping in Evanston, because all of the control is centered in this one committee. There is an excellent plan of cooperation with the board of education: school yards are used as summer playgrounds as well as after-school playgrounds.

(For organization chart of Evanston, see page 121.)

Baltimore, Maryland.

Baltimore has probably the most complicated system of city, county, state, and private cooperation which exists anywhere in the country. The director operates to a large extent under the Baltimore Athletic League. He is, however, at the same time supervisor of physical education for the state of Maryland, advisory director for the department of physical education of the city of Baltimore, and executive officer of the Baltimore Athletic League, and maintains affiliations with a dozen or more local, city, and national organizations.

An extensive playground and recreational program is carried on. The department operates playgrounds in various centers,



Courtesy M. Esthyr Fitzgerald

COOPERATIVE PLAN IN UTICA, NEW YORK

swimming pools, and a municipal athletic association. It cooperates with the parks, schools—public and private, libraries, churches, industries, boy scout organization, and many other public and private groups.

The weakness of the Baltimore system is obvious—that all of the fine program of activities is built around one man. Whether anyone else could continue this fine spirit of cooperation is very doubtful.

Chicago, Illinois.

Chicago is badly cross-sectioned by various park, playground and school departments, all conducting similar activities. There are in Chicago five major municipal departments organized for the conduct of playgrounds or organized as activity departments under park boards. There are in addition approximately sixteen minor municipal departments conducting parks or playgrounds. In addition, the board of education maintains its own playgrounds under a special act of the legislature.

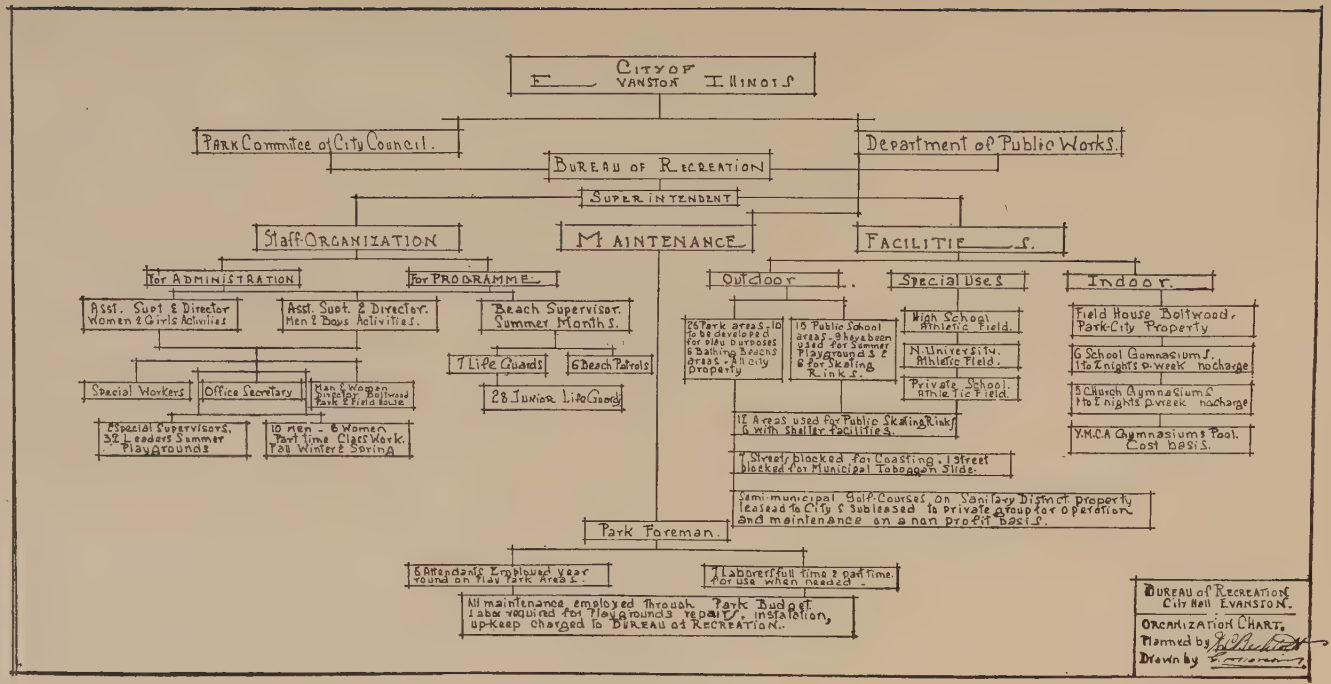
(See page 139 for discussion of this system, and 513 for the state law.)

Because of the tremendous size of Chicago's playground and recreation problem there has as yet been little duplication of facilities. However, when the time comes that every school yard of Chicago is opened every day of the year as a playground, there will be less, if any, need for the other municipal departments to conduct children's playground activities.

Oakland, California.

In Oakland and in numerous other cities patterned after the Oakland plan, a complete tie-up between the board of playground directors and the board of education has been effected. The cooperation has been made possible by the two boards agreeing on one man to act in the capacity of superintendent of recreation and director of physical education. In this city every school yard becomes a public playground. Children are organized during the day in physical education classes, and activities are conducted on the playgrounds after school.

The department conducts educational dramatics which are organized in connection with the various municipal and school playgrounds. A city costume organization, with an accumulation of some five thousand costumes, serves school children in connection


City of Evanston Illinois
Park Commitee of City Council.
Bureau of Recreation
Department of Public Works.
Superintendent
Staff-Organization
Maintenance
Facilities.
for Administration
for Programme
Outdoor.
Special Uses
Indoor.
Asst. Supt & Director Women & Girls Activities
Asst. Supt. & Director. Men & Boys Activities.
Beach Supervisor. Summer Months.
Special Workers
Office Secretary
Man & Women Director Boltwood Park Field House
7 Life Guards
6 Beach Patrols
28 Junior Life Guards
5 Special Supervisors. 32 Leaders Summer Playgrounds
10 men - 6 Women Part time Class Work. Fall Winter & Spring
26 Park areas. 10 to be developed for play purposes 6 Bathing Beach areas. All city property
15 Public School areas. 8 have been used for Summer Playgrounds 5 & 8 for Skating Rinks.
High School Athletic Field.
N. University Athletic Field.
Private School Athletic Field.
Field House Boltwood, Park-City Property
6 School Gymnasiums. 1 to 2 nights p. week hocharge
5 Church Gymnasiums 1 to 2 nights p week hocharge
Y.M.C.A Gymnasiums Pool. Cost basis.
12 Areas used for Public Skating Rinks 6 with Shelter Facilities.
7 Street blocked for Coasting. 1 Street blocked for Municipal Toboggan Slide.
Semi-municipal Golf Courses on Sanitary District property leased to City & Subleased to private group for operation and maintenance on a non profit basis.
Park Foreman.
5 Attendants Employed year round on Play Park Areas.
7 Laborers full time & part time for use when needed.
All maintenance employed through Park Budget. Labor required for Playgrounds repair. installation, up-keep charged to Bureau of Recreation.
Bureau of Recreation City Hall Evanston.
Organization Chart.
Planned by W. C. Bechtold
Drawn by

Courtesy W. C. Bechtold

COOPERATIVE PLAN OF EVANSTON, ILLINOIS

with their plays, pageants, and festivals. Large life-saving boats, which are used by the children free of charge, are maintained on Lake Merritt.

This entire cooperative department is held together merely by a general understanding, both in regard to policy and in regard to budget. It is generally assumed that the cost of operating the school playgrounds will be shared equally by the recreation department and the school department. The executive officer, when on municipal grounds, is responsible to the Playground Board, and when on school grounds is responsible to the Superintendent of Schools.

While there is no official tie-up in Oakland between the recreation department and the park department, there is very close cooperation. The recreation department conducts tennis courts and children's activities in all parks of the city.

This cooperation in Oakland is extended to the various state and national agencies. Municipal camps are conducted in the national forests under permits issued by the United States Forest Service. The broad policy of the United States Forest Service has made possible the municipal camp movement in America.

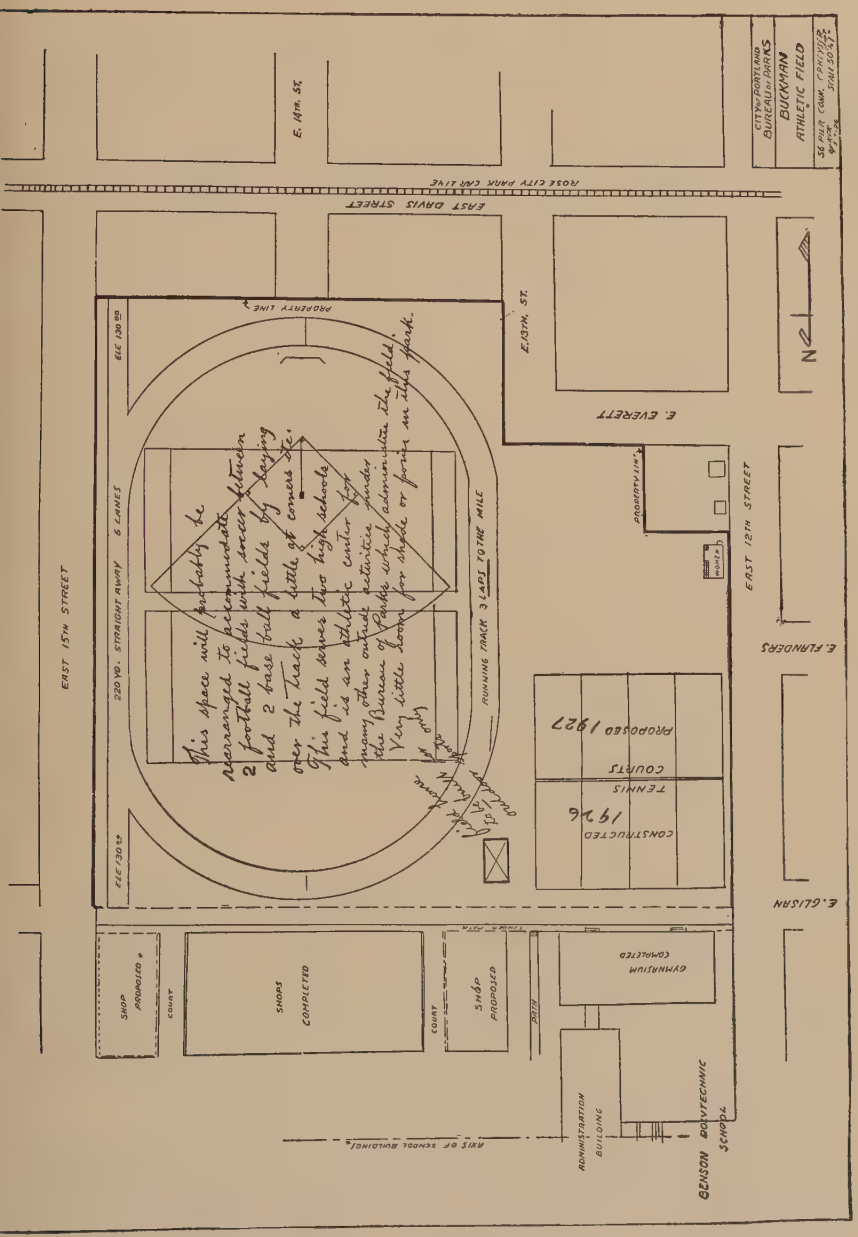
The Oakland Recreation Department also cooperates with the industries, assigning one full-time director to assist the Industrial Athletic League, which is an organization of employers and employees. This department cooperates with the churches, civic organizations, lodges, and clubs.

An extensive cooperative scheme is maintained in connection with the homes in the city. Bulletins on backyard playgrounds are available to interested parents. Slides, reels, and pictures are displayed from time to time to show how backyards may be made into playgrounds, and showing also the dangers of street play.

(For organization chart of Oakland, see page 140.)

COOPERATION NECESSARY FOR THE PRESENT

It will be apparent that the various types of cooperation which have been discussed in this chapter, while not being illegal, are unlegal; i.e., in all the cities except possibly one or two, various city departments have entered into agreements which were not contemplated by the law. Under the principle "delegatus non potest delegare," departments cannot delegate responsibility. Yet this very thing is being done when two or more municipal departments enter into a cooperative agreement.


CITY OF PORTLAND BUREAU OF PARKS
BUCKMAN ATHLETIC FIELD
SE MAIN COMP. TOPOGRAPHIC SURVEY 1924
E. ANKENY ST.
ROSE CITY PARK CAR LINE
EAST DAVIS STREET
PROPERTY LINE
E. 13TH. ST.
E. EVERETT
N
EAST 15TH STREET
ELE. 130 FT.
220 YD. STRAIGHT AWAY 6 LANES
RUNNING TRACK 3 LAPS TO THE MILE
This space will probably be arranged to accommodate 2 football fields with soccer fields between and 2 base ball fields by laying over the track a little of corners etc. This field serves two high schools and is an athletic center for many other outdoor activities under the Bureau of Parks which administers the field. Very little money for upkeep or paving in this park.
Field House
Outdoor Swimming Pool
CONSTRUCTED 1926
TENNIS COURTS
PROPOSED 1927
EAST 12TH STREET
E. FLANDERS
E. GLISAN
SHOP PROPOSED
COURT
SHOPS COMPLETED
COURT
SHOP PROPOSED
PATH
GYMNASIUM COMPLETED
ADMINISTRATION BUILDING
BENSON POLYTECHNIC SCHOOL
ARTS OF SCHOOL BUILDINGS

Courtesy C. P. Keyser

PORTLAND, OREGON, PROVIDES PARKS NEAR HIGH SCHOOLS

COOPERATION IS GETTING RESULTS

Speaking at the Annual Convention of the Northwestern Association of Park Commissioners and Superintendents, Mr. Charles H. Cheney, a member of the American City Planning Institute, said relative to the Oakland Cooperation Plan:

"The best results in organized play, the handling of playgrounds and of both juvenile and adult recreation are obtained where all recreation is in the hands of a separate recreation commission which furnishes only the instructors and special play equipment and leases from the park department and school board the playground areas necessary to serve the recreation needs of the city with the least possible duplication and waste. Oakland seems to have developed the most complete system of the country, giving the largest opportunity for play to the widest number of children and adults per population, at the lowest comparative cost, both in original outlay and in maintenance.

"In all cities the greatest need existing today is to provide playgrounds for the children under twelve, who will seldom go more than a quarter of a mile from home to use a playground.

"The school is the natural center for play facilities for children, and more of them are attracted to take advantage of supervised play if it is provided ready at hand at the school they come out of. Many cities of the country have now found that they cannot afford a double system of purchasing both school and municipal playgrounds in the same neighborhood. They have therefore adopted the policy of using school grounds for supervised municipal playgrounds outside of school hours, as far as possible, and have directed that all new purchases of lands for playgrounds be made adjoining existing school grounds."

John Collier, speaking of the Oakland Cooperative Plan says:

"From the physical training and recess play of children, to civic assemblage and golf for the middle-aged and older; from sand piles to great esthetic festivals which come as regularly as the ritual festivities of the Pueblo Indian tribes; from camp-fire gatherings in tiny wooded areas beside thoroughfares, to minstrel shows in factories after hours, played by the working girls; from self-supporting rowing clubs of mothers on the city lake to a Sierra camp, where every social class goes, both male and female and young and old, which doubles in its attendance with every year, and whose income not only meets current expenses but finances all expansions and improvements and liquidates the initial investment, giving a two weeks' mountain experience plus 300 miles of auto transport to citizens for twenty dollars. Such—in part—is the work of the Playground Commission of Oakland, California.

"The Commission's workers go into every school, operate or cause to be operated playgrounds in every part of this city of 225,000, organize physical

and mental culture in the business plants, and cumulatively give direction to the psychic life of the city, for a total cost to taxpayers of about $100,000. Philanthropic costs there are none.

"A commission with vision; a staff with *esprit;* a public opinion which through the years has been astonishingly developed; and an executive who realizes what John R. Commons means by 'creative management'; this, with a certain fundamental policy, explains the Oakland achievement—an achievement which is only a beginning. The policy referred to is that one which Luther H. Gulick insistently formulated: The function of community and recreation departments is to *organize human life* not to *administrate playgrounds and school buildings.* The Oakland leisure-organization system lives by this thought and gives it a more advanced practical application with every year."

COUNTY UNIT ORGANIZATION

In a number of states elaborate county park systems have been organized. In some places this development has been so complete that cities have not been compelled to establish parks of their own. As a rule, such country systems do not provide supervision, but there are numerous exceptions to this rule.

An excellent example of the development of the county park system is seen in Westchester County, New York.

This system includes waterfront parks and beaches along the Hudson River and Long Island Sound, interior reservations, forest preserves, and a system of connecting parkways which make these various parks readily accessible from all parts of the county. This system embraces 15,289 acres of park and parkway lands, 9 miles of shore and beaches, and 140 miles of parkways.

Its object is to promote the welfare, orderly development and growth of Westchester County by providing recreational areas, healthful and attractive living conditions, safe, adequate and convenient traffic ways, and to preserve some of the charm and natural beauties of Westchester County for the refreshment of mind and body and the well-being and happiness of its people.

Recreation departments primarily for the promotion of activity have been organized in numerous places on a county basis. Such departments are largely promotional in nature, encouraging the establishment of playgrounds in local communities and scheduling leagues, tournaments, and other activities on a county-wide basis. An excellent example of such county organization is also found in Westchester County, New York.

DETAILS OF OAKLAND COOPERATIVE PLAN

The Oakland Plan involves primarily the Board of Education and the Board of Playground Directors. The two Boards agreed some years ago to center responsibility for the Department of Physical Education and the Recreation Department in one office, the title of the executive to be Superintendent of Recreation of the City of Oakland and Director of Physical Education in the Oakland Public Schools; the salary of this office to be shared.

No responsibility entrusted to one board is re-delegated to another board, so that there is no legal handicap in this plan. When this officer is on a school playground, he is responsible to the Board of Education through the Superintendent of Schools; and when on a municipal playground, he is responsible to the Board of Playground Directors.

When conducting activities in the parks or on property loaned by individuals or clubs, or in state or national parks, or the United States Forest Reserve, he is responsible in accordance with whatever agreement has been entered into by the governing boards.

EXECUTIVE STAFF

Superintendent of Recreation and Director of Physical Education Oakland Public Schools
(Salary shared by the two Boards)

Paid by Board of Playground Directors
(Recreation Department)

Assistant Superintendent of Recreation, Director of Boys' Activities
Director of Girls' Activities
Director of Educational Dramatics
Director of Folk and Dramatic Dancing
Director of Industrial Recreation
Office Staff

Paid by the Board of Education
(School Department)

Supervisor of Physical Education, junior and senior high school girls
Supervisor of Physical Education, junior and senior high school boys
Supervisor of Physical Education
Office Staff

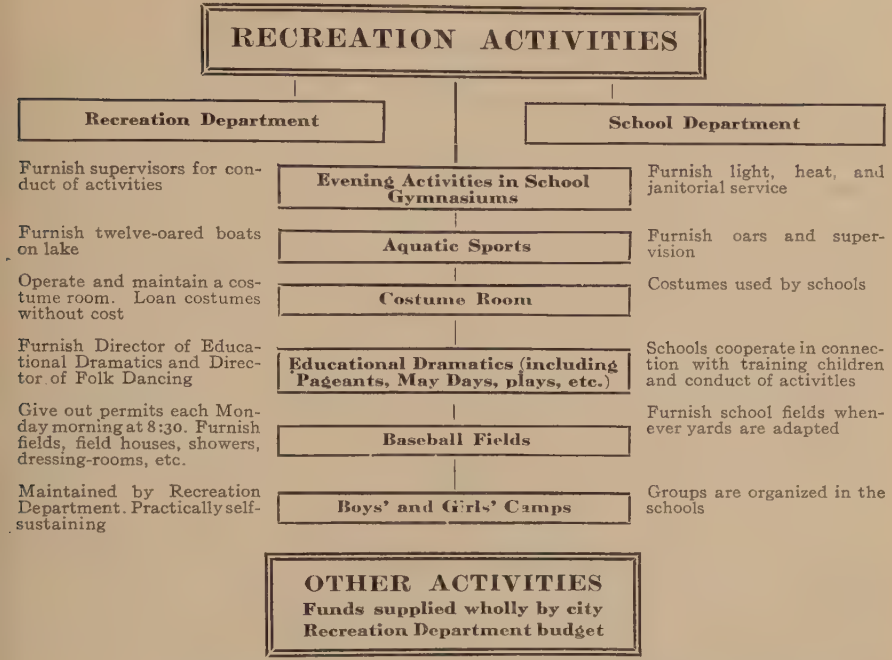
PLAYGROUND ADMINISTRATION

Both the municipal playgrounds and the school playgrounds are operated every day of the year

MUNICIPAL PLAYGROUNDS—11 UNITS
Funds supplied wholly by City Recreation Department

SCHOOL PLAYGROUNDS—49 UNITS
Operated as nearly as possible by funds supplied, share and share alike, by the School and Recreation Departments:

Paid by Board of Playground Directors (Recreation Department) Funds supplied through City Budget		Paid by Board of Education (School Department Funds supplied through County Budget
Pay salaries of playground directors from 9:30 A.M. to 5:30 P.M. on non-school playground hours, after school and summer vacations	**Salaries**	Pay salaries of playground directors from 3:15 to 5:15 P.M. on school days
Provide playground supplies for use during playground hours, after school and summer vacations	**Playground Supplies**	Provide playground supplies for use during school hours
Furnish one-half of crew of workmen for repair and upkeep of grounds	**Workmen**	Furnish one-half of crew of workmen for repair and upkeep of grounds
Provide large spaces on municipal units for school events, such as track meets, play days, regattas, etc.	**Space and Equipment**	Provide space and equipment for school yards—yards to be large enough for playgrounds
Provide extra staff for conduct of inter-school events, including marking of grounds, equipment, officials, etc.	**Extra Staff**	Provide janitorial service, care of grounds, year round


RECREATION ACTIVITIES
Recreation Department
School Department
Furnish supervisors for conduct of activities
Evening Activities in School Gymnasiums
Furnish light, heat, and janitorial service
Furnish twelve-oared boats on lake
Aquatic Sports
Furnish oars and supervision
Operate and maintain a costume room. Loan costumes without cost
Costume Room
Costumes used by schools
Furnish Director of Educational Dramatics and Director of Folk Dancing
Educational Dramatics (including Pageants, May Days, plays, etc.)
Schools cooperate in connection with training children and conduct of activitles
Give out permits each Monday morning at 8:30. Furnish fields, field houses, showers, dressing-rooms, etc.
Baseball Fields
Furnish school fields whenever yards are adapted
Maintained by Recreation Department. Practically self-sustaining
Boys' and Girls' Camps
Groups are organized in the schools
OTHER ACTIVITIES
Funds supplied wholly by city Recreation Department budget

GOLF COURSE

1—18-Hole Unit

An eighteen-hole golf course is administered by the Recreation Department and is made practically self-sustaining by a small fee.

FAMILY CAMPS

Family camps are maintained to which families go for summer vacations. They are practically self-sustaining.

PLAYGROUNDS IN THE PARKS

(Operated every day of the year)

Through special arrangements with the Board of Park Directors, facilities for small children are installed in the parks.

COOPERATION WITH INDUSTRIES

The Recreation Department furnishes one full-time individual to work with the Industrial Athletic Association of Oakland, a group of some sixty industries which have organized their various industrial units in an all-year program.

COOPERATION WITH UNITED STATES FOREST SERVICE

It is through this cooperation that the Department receives large tracts of land in the mountains for the conduct of children's and family camps.

COOPERATION WITH PRIVATE AND SEMI-PUBLIC GROUPS

The Recreation Department maintains a close affiliation with private and semi-public organizations, furnishing them in many instances facilities for camping, fireplaces for picnics, athletic fields for tournaments, evening gymnasiums for leagues auditoriums with kitchens for evening parties, and assisting them in any other way possible. All of these organizations in turn assist the Recreation Department through the loan of their facilities, such as athletic fields, gymnasiums, auditoriums and swimming pools.

Courtesy of "The American City"

ORGANIZATION OF HOME PLAY

The Recreation Department maintains a department for the promotion of home play. The Department furnishes specifications and blueprints for equipping backyard playgrounds. This service is furnished through the medium of various women's clubs and Parent-Teacher Associations.

EVENING COMMUNITY CENTERS

(Operated every day of the year)

Operated by the Recreation Department for the purpose of supplying wholesome recreational facilities during the evening period.

SERVICE DEPARTMENT

The Recreation Department maintains a Service Department in addition to all the above outlined. This Service Department aims to answer all questions relative to recreation facilities or activities which may arise within the city. It furnishes blueprints, plans, and specifications in connection with all types of activities; also slides and moving-picture reels, and speakers on all subjects related to leisure-time topics. The Service Department, in addition to this, sends skilled workers to conduct play activities for children or family groups whenever a sufficiently large number of citizens desire such service.

Westchester County is the second county in the United States to create a department of recreation. This department is under the direction of a recreation commission of five members appointed by the board of supervisors of the county in January, 1924—(See law, page 516. The duties of this Commission, as defined by the New York State law, are to establish and operate playgrounds and recreation centers, public baths and swimming pools.

The recreation commission feels that the most important part of its work is that which has to do with the children of the county. All communities are urged to establish playgrounds and recreation systems, and every assistance is given to that end. When the recreation work in the county began, in 1923, there were sixteen playgrounds in eight communities, in 1927 there are fifty-six playgrounds in twenty-three communities.

To stimulate interest in team play and wholesome sport on the playgrounds in the many districts, to standardize the rules used for the various games, to introduce new activities and to coordinate the work, a county-wide play day is held at the end of each summer playground season. Four annual play days have been held on a beautiful field in Mohansic Park, and plans are already under way for the fifth. Each year the improvement in sportsmanship and team play as well as skill has been noticeable. In 1927 two thousand children took part in the games, which lasted all day. One hundred and ninety-five elimination contests were played off.

As a supplement to the playground activities, the Recreation Commission conducts a camp for children for two months during the summer. The camp is beautifully situated on one of the most picturesque spots on the Hudson River. Camp registration is open to any child in Westchester County. The age limit is ten to fifteen years. The cost per child is $6.50 per week. The camp is maintained for the purpose of giving the children of Westchester County opportunities to receive the benefits of wholesome camp life under special supervision at moderate rates. In this activity the Recreation Commission works in close cooperation with the Child Welfare Department of the county and the Westchester County Children's Association. Boys are at the camp during the month of July, while August is given to the girls. During the two years the camp has been in operation six hundred and forty-eight children have attended.

To provide leaders for summer playgrounds and the camp, to encourage young men and women to qualify as volunteers in hos-

pitals, children's homes, churches and clubs, a training course for recreation leaders is held each year.

The Westchester County Athletic Federation was formed in the spring of 1924 as a result of a conference of physical education directors, coaches, principals, district superintendents of the county schools, and others interested in athletics. The purposes of the Federation are: to promote wholesome athletics and sport activities among the schools, playgrounds and similar organizations in Westchester County; to foster and encourage the spirit of courtesy, clean sport and fair play in all games and contests; to provide athletic fields and teachers; to organize games, leagues, contests and county-wide athletic events; to cooperate with and support athletic associations within the county, to conduct athletic meets; and to keep an official record of all events.

The Westchester Trails Association has been organized. This club was founded for the purpose of awakening a general interest in the natural resources and beauties of the county. Membership is open to any resident or taxpayer of Westchester County.

The county music festival is held annually. These festivals have as participants as many as two thousand people, and as an audience as many as fifteen thousand.

The festival is by no means an event set apart from the rest of the county activities. It exists only as a climax to the musical activities carried on in the local communities. Two of the outstanding features of this music festival are the junior festivals given by the children and the revival of the beautiful old songs of the colored people—the negro spirituals.

Since the organization of the music festival in Westchester County there has been a constant demand for a dramatic festival. The first of these dramatic festivals was held in 1926.

The services of the staff of the Westchester County Recreation Commission are at the disposal of all the people of the county. Communities, clubs, or individuals are urged to seek the advice and assistance of the Commission in connection with any form of playground or recreational activity which will enrich the life of the people.

THE NEXT STEP

The next step in organization is the clarifying of our basic law. There must be legal provision for cooperation. Activity for the school-age child must be centered in the school. All other types of

activity that include the functions which in the past we have classified under park and playgrounds must be organized in one department. One feature of this new department will be recreational activities for the community group. The other feature will be the activities which in the past have been the function of the park department. Only one type of cooperation will then be necessary. The new park and playground department will also have to furnish facilities for the major athletics for the school. The school, however, must maintain full control of the organization of the school children.

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CHAPTER IX

WHAT MUNICIPAL DEPARTMENT SHALL BE RESPONSIBLE FOR THE ORGANIZATION OF THE PLAYGROUND AND RECREATION ACTIVITIES?

"Who shall organize the playground and recreation activities?" is under discussion in practically every city in the country. It is a main topic for discussion at practically all playground and park conventions. It has been given consideration on a number of the National Education Association programs.

Parks Are Organizing Playground and Recreation Activities.

With the enlarged conception of the place of the park in a modern city, it might be logical to conceive that the park department should provide all types of playground and recreation activities. The parks are no longer merely stretches of formal gardening but are being considered the playgrounds of the people. Park departments in numerous cities have established playground activities for the pre-school child, built and equipped playgrounds for the school-age child, and provided recreation facilities for the community group.

Thus we see the whole range of activities from those of the small child to golf, tennis, bowling, camping, and community athletics organized and conducted by park departments. Is the park department the best municipal agent to conduct these activities? Has it the organization to reach the largest number of children and adults? Is it equipped to conduct activities? These are some of the questions which have to be answered before the question can be settled: "Is the park department the proper agency to organize the playground and recreation activities?"

Playground and Recreation Departments Are Organizing Activities.

In other cities playground departments, or as they are sometimes called, recreation departments, are organizing the whole gamut of playground and recreation activities—from those of the small child

to the activities of the adult group. These playground departments are operating school playgrounds, handling the activities in the school gymnasiums; conducting community center activities in school buildings; building and equipping golf courses; organizing the recreation in industries; and conducting summer camps.

Is the playground department the proper agency to conduct school playgrounds? Should the playground department build and equip golf courses, bowling-greens, tennis courts, and other facilities which involve primarily landscaping and gardening? Some of these questions would have to be answered before it would be possible to say that the playground department is the agency in the city to organize all playground and recreation activities.

Schools Are Organizing Activities.

In many cities the schools are taking full responsibility for the school playgrounds. Activities are being conducted after school, on school days, on Saturdays and holidays, and throughout the entire summer vacation. In a number of cities the school is reaching down below the compulsory school age and organizing nursery playgrounds. Through the parent-teacher associations home playgrounds are being encouraged.

The school is likewise reaching up beyond the compulsory school age and organizing community centers which cover a wide range of recreational activities. Boys' and girls' clubs are being organized under the paid leadership of the school. In many cities the physical education program and the playground program are so organized that every child in the school is given the opportunity to engage in vigorous, wholesome activities.

Is the school the agency to organize all the playground and recreation activities? Can the school properly encourage home play? Can the school properly organize the community group, especially as the activities involve tennis, golf, and camping? These are the questions which will have to be answered before it can be said that the school is the proper agency to organize all of the playground and recreation activities in the community?

Duplication is Wasteful.

It is extremely wasteful of money and effort to have two or more arms of a city government conducting the same types of activities. Such circumstances involve duplicate offices, duplicate

administrative officials, duplicate inspectors, and supervisors. The most wasteful element, however, is the confusion which is caused in the minds of the people relative to who is responsible for certain types of organization. Certain rules exist on the tennis court on this corner, across the block is another tennis court with other rules, and down the street is another tennis court with still other rules. When people find that there is no central office from which they can get definite information relative to all types of activities, they become greatly discouraged and cease to seek for information.

DELEGATION OF LOGICAL RESPONSIBILITY

A glance at the chart on page 107 makes it obvious that there are at least three problems in playground and recreation administration: namely, the problem of the *school-age child, represented* by the center of the chart; the problem of the *pre-school child; and the problem of post-school child, commonly called the community group.*

The first of these problems is dominated by the school because of the compulsory school laws and is actually being met and solved in a constructive way by the modern school. The second and third problems entirely surround the first problem graphically and actually. This community group takes in the age stratum below the school, the age stratum above the school, and to a certain extent the stratum beside the school which represent the out-of-school time on school days together with the non-school days.

PLAYGROUND AND PARK FUNCTIONS SHOULD BE COMBINED IN ONE DEPARTMENT

Playground and park functions have so expanded to meet the needs of the modern city that they are now practically identical.

The object of the playground is to provide activity for young and old and at the same time to be so beautified that the playgrounds become good community neighbors.

The primary function of the park is to provide activities for young and old. The beautification of the park is merely incidental for the forming of a proper background and conduct of activities.

Activities as referred to in connection with the playground and the park are to be considered in a very broad manner. The word activities is by no means identical with physical activities. The walking, the driving, the enjoyment of beautiful scenes, together with the games and contests, are phases of activity.

Combined Park and Playground Board Has Two Functions.

All the activities of the combined park and playground board can be divided into two functions, the *landscaping, gardening and layout function* and the *activity function.*

While the name of the official board of the city might be the Park and Playground Board, this department for the sake of brevity and clarity might be called the Recreation Department. These names will be used in that manner from now on in this discussion.

Landscaping Helps Make School Yard a Good Neighbor

1. *Landscaping, Gardening and Layout Functions.*—In this function of the new department should be included all of what has been formerly termed park activities. It would have to do with the planting and care of trees, shrubs, botanical gardens, and town forests. This park function should be construed in a sufficiently broad manner to include the care of all the trees in the city, parking spaces along the streets and boulevards, the open spaces around the city buildings, the plazas, the squares, and the parking strips along school buildings and school playgrounds, the care of all bowling-greens and golf courses, and any other functions which have

to do with the beautification and maintenance of city-owned property.

2. *The Activity Functions.*—The activity functions of the Park and Playground Board take in all features which involve the organization of the people in a community regardless of age. This is the prime function for which the entire department exists. Encouragement of all people in the community—young and old—to use these park and playground areas in the largest possible way should be the object of the activity functions.

To this end, places should be equipped for the small child who goes to the park with his mother or nurse for an occasional outing. Thus will be provided opportunities for sand play, wading, playing on swings, slides and other types of apparatus. This activity of the child should, however, not be confused with the daily use of the home playground.

There should be ample provision for football fields, baseball diamonds, and hockey fields which may be used not only by the adult teams of the community but also by the school teams. There should be ample provision for bowling-greens, croquet and roque, horseshoe pitching, volley-ball, tennis, golf, archery, fly casting, horseback riding and other activities which interest the large groups of the community. Provision should be made where possible for boating, canoeing, and sailing. Such space may in turn be used for various types of winter sports during the winter season. Provision should be made for fireplaces, picnic grounds, week-end and vacation camps, tourist camps, band concerts, pageants, festivals, and stadiums where large civic functions may be staged.

In addition to all these activities, there should be many other types of activities for the individual or groups of individuals to enjoy. These activities may range from the individual enjoying the restfulness of a beautiful scene to groups of children visiting the botanical garden, the aquarium, or the zoological gardens, or conducting nature expeditions to various portions of the park. (For activity program see page 295.)

THE SCHOOL SHOULD BE RESPONSIBLE FOR ALL THE PLAYGROUND ACTIVITIES OF THE SCHOOL-AGE CHILD

The school-age children constitute an administrative group which must be organized by the public school if universality is to be sought.

An analysis will here be made to show why it is necessary for

this age group to be organized by the public school if we expect to approach an equalization of play opportunities for all children. Even at the present time it is being adequately done by some schools. (See page 139.)

In the meantime other agencies, such as city, county and state park departments, the playground department, private organizations, and semi-public groups, will have to continue their work. Especially will the fine promotion work which is being done by the Playground and Recreation Association of America, 315 Fourth Avenue, New York City, have to continue for many years. Likewise in the meantime there will have to be many combinations of programs—private groups with the schools, recreation departments with the schools, park departments with the schools.

Dewey lays the educational philosophy for the plan; he says: "The learning in school should be continuous with that out of school. There should be a free interplay between the two." The coordination of the physical education and the playground activities offers an opportunity to realize in an effective way this principle.

It may be said that the school is not showing any tendency to adjust itself to these new needs. This is quite contrary to facts. A simple glance at the progress which the school has made (page 18) will show that it is adjusting itself very rapidly. Attention was called to the interest the school is taking with the pre-school child, its promotion of part-time education, and its program of the adult education. The use of the school buildings for community centers, the opening of the gymnasium and swimming pool for community use, all point the way. In all probability the next step will be accompanied by the year-round school with an extension of school hours. This will not be an extension of school hours to be filled with what we now think of as "school work," but an extension of school hours filled with vigorous activities in the auditorium, laboratory, machine shop, woodworking shop, gymnasium, swimming pool, and playground. When this time comes, it will tend more and more to spread out the peak load which we now have in connection with the after-school play activities.

Outside agencies have attempted to organize the play activities of school children. Private clubs have promoted playgrounds, and park departments have built and equipped playgrounds. The playground and recreation department have built and equipped grounds. Many of them have stood idle. The plan has failed. Children will not run the triangle, home—school—playground.

I venture to say that the best-organized playground systems of America that have not worked in connection with the public school organizations have not systematically reached over ten per cent of the children of the community.

WHY THE SCHOOL MUST ORGANIZE THE SCHOOL-AGE CHILD

Let us analyze why the school is so adequately equipped to handle the problem. The United States Bureau of Education, Washington, D. C., says:

"It is not enough that there be 'playgrounds in every community.' They must be part of the school equipment. Isolated playgrounds for school children are a misfit. The children are required by law to be at school a large part of the year; they are required by law in many states to have physical training activities; and they play before school, at noon, at recess, and frequently after school. For these activities playgrounds, equipment and leadership must be supplied. The school must represent society's organized opportunities for the children to get education through essential activities which can not be organized by the home. A school without a playground may be an intellectual sweatshop or it may be an intellectual delicatessen shop; it can not be a real educational workshop."

The School Has the Children.

The school has all the children classified and catalogued by age, grade, height, and weight. It has the home addresses and has contact with the parents. To assist the school there are regularly organized parent-teacher groups. The school has the children.

The School Has an Educational Organization.

The school is a recognized institution. It has definite objectives.

The School Has Continuity.

The school maintains a steady flow the year round and from year to year.

The School is Tax-supported.

The school has an established precedent for raising its budget. It has won the confidence of the American people.

The School Has Equipment.

All *modern* schools are being equipped with gymnasiums, dressing-rooms, showers, and lockers.

The School Has the Play Space.

All modern schools are being equipped with yard space. The peak load is being spread out from nine in the morning until the close of the school day. The yards are equipped with both apparatus and supplies. It has the organization to conduct the activities; namely, the physical education department.

In the above statements I have said the school has the necessary equipment. The ideal school has, and all other schools are moving toward these standards with great rapidity. Schools which find themselves handicapped in any of the above features will have to bring their resources to bear to meet the emergency, just as a school has to meet an emergency when it attempts to conduct a modern-school program in an old building.

CITIES ARE MEETING THE NEED

Chicago.

The Bureau of Recreation under the Board of Education of Chicago is meeting the play problem of the children of school age. It is the aim of the school in Chicago to open every school yard in the city as a playground. Some two hundred are open now. The Bureau of Recreation has an appropriation of over $600,000 for playgrounds. This is in addition to all the playgrounds of the various park departments and the municipal playground departments. See page 513 for State Enabling Act under which the Board of Education is operating.

Oakland.

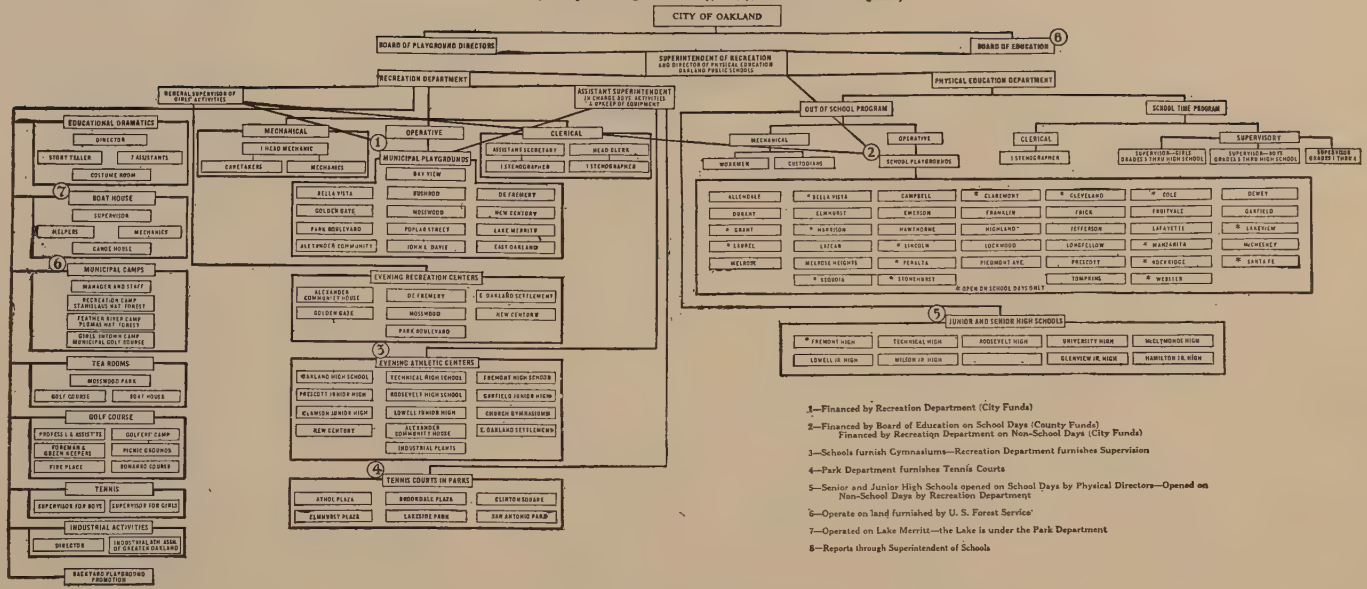
In the Oakland Plan (see page 126) every school yard in the city is operated as a playground. The playgrounds are open before school, at recess, noons, after school, in vacations and on holidays. See page 120 for details of plan.

Los Angeles.

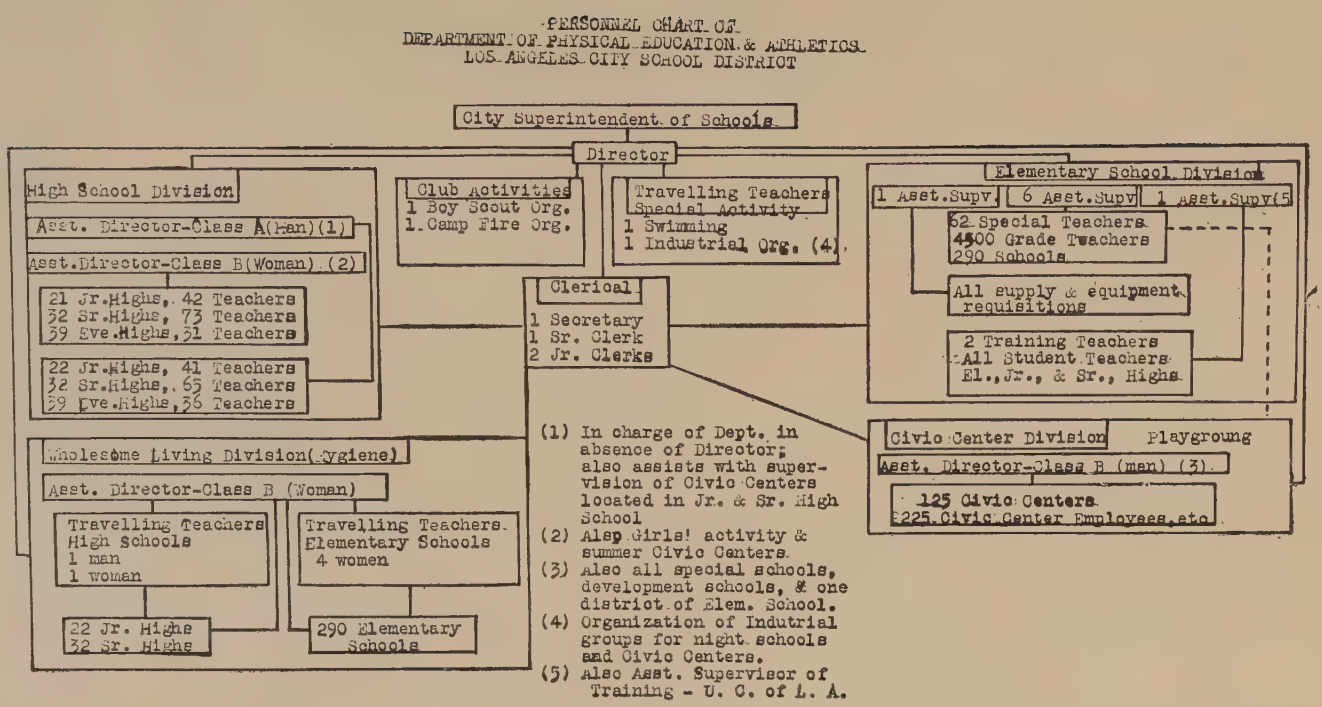
See chart on page 141 showing the organization of the Department of Physical Education, Los Angeles. Note that Boy Scouts and Camp Fire Girls are organized; also that there is a playground department operating under the State Civic Center Act (see page 527). Over two hundred school grounds are open as playgrounds. Over two hundred twenty-five playground directors are employed. The playground budget is approximately $500,000 per year.

Oakland Recreation Plan—Organization Chart

(Showing interlocking of various City, County, National and Private Agencies)



JOINT OFFICIAL COOPERATIVE PLAN, OAKLAND, CALIFORNIA



Courtesy C. L. Glenn

PHYSICAL EDUCATION DEPARTMENT ADMINISTERS YEAR-ROUND PLAYGROUNDS IN LOS ANGELES

Milwaukee.

The city of Milwaukee gives additional evidence of what the school may do in the organization of playgrounds and recreation. With authority from the State Legislature the school department has organized a range of recreational activities equaled by no other city in the country.

The legislative authority is worded as follows:

"Boards of school directors in cities of the first, second or third class . . . may, on their own initiative, and shall, upon petition as provided in subsection (2), establish and maintain for children and adult persons, in the school buildings and on the school grounds under the custody and management of such boards, evening schools, vacation schools, reading-rooms, library stations, debating clubs, gymnasiums, public playgrounds, public baths and similar activities and accommodations to be determined by such boards, without charge to the residents of such cities; . . . and may cooperate, by agreement, with other commissioners or boards having the custody and management in such cities of public parks, libraries, museums and public buildings and grounds of whatever sort, . . . to provide the equipment, supervision, instruction and oversight necessary to carry on such public educational and recreational activities . . . in and upon such other buildings and . . . grounds."

This authority gives the board of education a right to cooperate with the board of public works, the park commission, the library, and semi-public and private institutions.

The Milwaukee annual report speaks of this cooperation as follows:

"The Milwaukee recreation program is an example of the highest type of cooperation between various municipal departments. The ever ready support of the Board of Park Commissioners and the Board of Public Works in keeping the athletic fields, natatoria, etc., well conditioned, the enthusiasm and courtesy of these boards, their office personnel and their field workers in charge of the grounds and buildings, play a large part in the carrying out of Milwaukee's recreational program.

"In like manner, the Extension Department has enjoyed most generous cooperation from many semi-public and private institutions, business organizations, and individual recreation enthusiasts. Our most sincere appreciation and hearty thanks go forth with this statistical report to all who have helped carry out the year's work recorded in the same."

The activities in this branch of the public schools fall under four general heads.

1. *Activities of Newsboys.*—The school issues all permits for newsboys and is responsible for the proper conduct of these boys

and their relationship to their work. Special playground activities are organized for these boys.

2. *Community Center Activities.*—A wide range of community center activities is organized in the school buildings.

3. *Activities for Foreign-born.*—A wide range of activities for training for citizenship has been organized. These activities are not merely Americanization activities as known in many cities, but consist of genuine developmental activities, with emphasis placed on friendliness and neighborliness.

4. *Municipal Athletics.*—One department of the school places its full emphasis on municipal athletics, with a slogan of "Sports for All." This year-round program consists of twenty-one sports, including baseball, basket-ball, bowling, water sports, track and field activities, curling, cycling, dog derby, football, tennis, soccer, and volley-ball.

The Platoon School.

The platoon schools or, as they are known in Gary, the Work-Study-Play schools, are an indication of the changing school organization to meet these new demands. During the day a child in such a school has, in addition to three sixty-minute periods given over to academic activities, one or two sixty-minute periods, depending upon his grade level and program, given over to physical education and play, one sixty-minute period to auditorium activities, and one or two sixty-minute periods to special activities, which include nature study, art, handwork, drawing, music, shop activities, and various types of other field and laboratory activities.

Schools Are Meeting the Need of the School-Age Child.

These constructive activities which have been outlined in connection with the cities of Los Angeles, Chicago, and Milwaukee are typical of hundreds of cities. They show what the awakened school may do in the organizing of playground and recreational activities.

There is every indication that the school should and actually is assuming the year-round responsibility for the playground activities of the school-age child.

New Department to Meet the Community Problem.

It is improbable that the school can go into the breadth of the recreational activities demanded by the community, especially as these relate to adults in such activities as golf, industrial recrea-

tion, and camping. This should be the primary responsibility of the Park and Playground Board, the organizing of which is detailed on page 134.

NEW INTERPRETATION OF PHYSICAL EDUCATION

Playground Activities Can Be Administered Under Physical Education Department.

The school has the administrative arm to handle this playground problem of the school age, in the physical education department. You must realize that there is a new type of physical education abroad today. Let me introduce you. This is physical education. You will note that there are no Indian clubs, no wands, no dumbbells. Under the arm of the instructor there is no book filled with adult-conceived drills and exercises in which the instructor gets ninety-five per cent of the exercise, and the class the other five per cent.

This new physical director is not talking about strong muscles and weight lifting. He is not even talking about "exercise" as such. He is not talking about education *for* the physical, but education *through* the physical. He is saying that the child is a unit; that you cannot separate the physical and the mental.

A conception of the present-day physical education may be gained by visualizing what we call the activities of the playground. Physical education consists of these activities and the leadership of children in these activities. The word "playground" here means the school yard, the municipal playground, the park, the swimming pool, the street, the vacant lot, the woods, the club, the camp, and the backyard. By "activities" is meant not only all the activities which are performed in school, but after school—on Saturdays, Sundays, holidays, and in vacations.

Physical education, then, becomes one of the administrative arms of the school. I will not go into the analysis of the objectives of physical education, or the full interpretation of it, but will merely note the items in this modern physical education program.

The Program of Activities.

This consists of all the instinct play activities of childhood (I think we can still use the word instinct—at least in the sense that there is more satisfaction in some activities than in others). It is the guiding of children in these activities that constitutes the primary

program of physical education. These are the natural play activities which we have noted. They become the basis of all development. All powers—intellectual, organic, menti-motor and all standards such as citizenship and character training are resident in these activities.

Thus, in addition to the program of activities physical education has two major programs, namely, a program on character education and a program on health education. Tied up with these is the interest basis which is being laid for the right use of leisure.

We see why it is essential that this program be handled by the school. When the school has children, the plant, the staff and the time set aside, what a foolish thing it would be to set up an additional administrative arm of the city in the form of the playground department with additional overhead, additional plant, additional supplies and equipment. No matter out of which pocket the taxpayer takes the money for the setting-up of duplicate departments, the same persons pay the bills.

Even if two separate departments were set up, they would have identical activities, identical equipment and supplies, and identical objectives. The new recreation department of the city, as previously outlined, if it has money to spend, will spend it on providing additional play areas near the school. The school will handle the organization of the children in activities. (See page 138.)

The community recreation department has its own task distinct from the organization of the school-age children, outlined on page 138 and further detailed on page 293.

WHAT IS TO BE DONE WHILE THIS ORGANIZATION IS TAKING FORM?

It will be many years before this suggested reorganization fully takes place. What shall be done in the meantime? We are saddled with old forms of municipal government, old school laws, and other legal handicaps.

Cooperative Plans May Be Used.

Many Types of Cooperative Plans May be Utilized.—(See suggestions in Chapter X.)

It is evident from the slight study which we have made of city charters and city governments, that any uniform solution of playground and recreation problems will be impossible. At this time many people are asking for a simple recipe of how to effect an

organization that will use to the *n*th power the city's playground and recreation assets.

We may just as well assure ourselves that there is no simple recipe; neither is there a complex one. No single plan applicable to all situations can be given. A few basic facts and suggestions may be set down for guidance, but, at least for the time being, the "pie must be mixed and baked" in each community.

We have seen that the problem is complex because of the legal limitations included in the phrase "delegatus non potest delegare," which signifies that power once delegated to a particular city department can not be re-delegated to another department. These limitations apply particularly to the board of education, park board, and playground board. Even where the park and playground boards are united, or where no boards exist and the heads of the park department and playground department are appointed, the same situation still exists in connection with the relationship to the schools.

"Feet Under the Same Table" Plan.

There are particular reasons why the school can not legally delegate responsibility. There is absolutely no reason why the school can not join other community groups in a central unified plan. In the absence of legal provisions whereby a joint department of the park, playground and recreation groups can be formed, playground and recreation activities can be conducted in a cooperative way, under what might be called the "feet under the same table" plan. In other words, all of these groups would sit down at the same table and say, "Here is our problem, what can we do?" In this particular round table discussion some one might say something as follows:

"Ladies and Gentlemen: This city which we represent has just one group of children for which play opportunities must be provided. This city has but one pocketbook. There are, of course, various taxing agencies and various private organizations reaching into this pocketbook, yet, regardless of the various bureaus, there is just one pocketbook.

"Therefore, how can we spend the money we have for the best interests of our city?"

(If official representatives of the city can not be attracted by this appeal, then cooperation with them is simply impossible and pressure will have to be brought upon these people or you will have to bide your time until there are broader-minded officials.)

The speaker might continue:

"Where the responsibility of the public school in providing carry-over activities' relative to the leisure time of the child stops, and the responsibility of the municipal playground system, park department or private agency begins, can never be fully determined.

"A school can justly, through its education from the standpoint of physical efficiency, proper use of leisure time and citizenship training, conduct playground activities after school, on Saturdays and holidays, and in vacations. Likewise, the playground system or private agency could justly perform many of the functions now carried on by the physical education and other school departments.

"The Board of Education has close contact with all the children of the city. For use of the physical education department it is necessary for it to have well-equipped play yards. Does it not seem inadvisable for the city playground department or park department to attempt to duplicate the play space in parts of town where the school yards are of adequate size? Where the city playground department or park department provides space, does it not seem reasonable that it should be provided in parts of town lacking proper school-yard play space?

"This close cooperation will avoid the possibility of having two or more city departments competing for the leisure time of the children. It would avoid having certain parts of the town over-equipped with play space and other parts of the town utterly neglected. It would also avoid the expense and confusion of two or more overheads.

"The physical education department of the schools, the playgrounds, the park departments of the city, and the private agencies have much in common, namely:

"1. *They deal with* the same children—many times on the identical play spaces.

"2. *They operate with* the same taxpayers' money.

"3. *They have identical aims,* namely, *physical efficiency* to be promoted primarily through the encouragement of activities in the open air; *training looking to proper leisure-time habits* to be acquired by promoting activities that lead to further activities; *citizenship training* to be promoted through sportsmanship, fair play, teamwork and other qualities which go to make up citizenship."

The speaker might continue:

"Since we are all interested in the same problems, let us confer on methods of furthering our cause in a big way."

Calling This Cooperative Meeting.

Let us now go back and consider how this first meeting could be brought about.

The heads of the various administrative bodies such as superintendent of schools, superintendent of parks, superintendent of playgrounds, and heads of private organizations in the field could get together and talk over the plans, which, when agreed upon, could be taken back to the various boards for approval.

Again, the mayor or city manager might be the one to call in all the heads of departments and lay out plans.

Again, representative citizens could request such a meeting to work out principles for the best of the city.

Again, the Community Chest organization which helps to finance some of the private recreation branches might suggest such a meeting.

There are many ways in which this could be done, and it would have to be worked out in each individual situation.

Here are some of the things that might result from this conference and could result in a legal and perfectly natural way:

1. *The board of education* and the playground bureau of the park department might unite on a common plan of year-round operation of play and recreation activities. They might tie the work together by agreeing upon one particular man through whom these problems could clear, the various boards sharing the salary. Where there is legal restriction against the man's drawing two salaries, one board could pay the salary and the other refund part for "service rendered," or could perform some other service, such as paying the salary of an assistant.

2. *Again, an official board* might put a representative of a private organization on part-time work, with pay, in order to tie up the program.

3. *Again, a representative* of a private organization might act under the superintendent of schools without pay.

4. *Again, the representatives* of various boards could agree that each one would take a particular portion out of an agreed general plan and be responsible for that portion.

The principal thing to remember in all this cooperation is that lines of jurisdiction must be recognized. If a man is administering a big plan of this type, when he is on a school ground he is responsible to the superintendent of schools; if he is on a park ground he is responsible to the superintendent of parks.

It is well to keep in mind that the stumbling-block in all cooperation is usually petty people (and all of us are liable to have a narrow view when we compare our work with the work of others). Some man is jealous of his power, and the smaller he is, the more jealous he is. He feels that some of his power will be taken away from him, and he can unearth a thousand legal reasons why the plan can not be put into effect.

For this reason and many others, all the situations must be taken into careful consideration and laid out on a very broad basis by very dependable men and women.

Before starting any plan remember this principle: There is a vast difference between what an official *can* do from a *strictly* legal standpoint when he is *opposed to a project* and what the same official may be from a *liberal* legal standpoint when he is *thoroughly in accord with a project.*

Cooperative Plan Will Lead to Permanent Organization.

If such a cooperative plan can be worked out, a gradual change of state laws and city charters can be made. When these legal changes are made, the school can assume full responsibility for the activities of the school-age child, and the recreation department can assume full responsibility for the activities of the community group.

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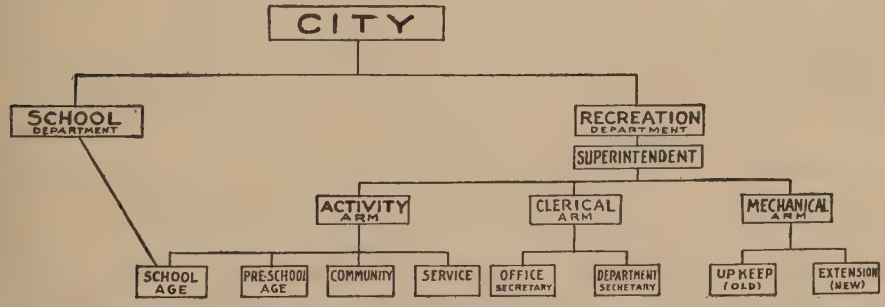
CHAPTER X

ORGANIZING THE RECREATION DEPARTMENT

Provisions will here be outlined for the organization of a recreation department covering the age groups as set forth on page 107. The department will combine all of the activities that have in the past been known as playground activities, park activities, and recreation activities, and include for the time being the school playground activities. These latter activities, however, should be relinquished to the school as rapidly as it develops an organization for their administration. The various recommendations will be based on best practices now in operation in various cities of the country. The following chart will set forth the scope of the organization.



PROPER CITY ORGANIZATION—RECREATION DEPARTMENT INCLUDING PARK AND PLAYGROUND FUNCTIONS. THE ACTIVITIES OF THE SCHOOL-AGE CHILDREN PROMOTED JOINTLY BY RECREATION DEPARTMENT AND SCHOOL DEPARTMENT UNTIL SCHOOL IS EQUIPPED TO ASSUME ENTIRE RESPONSIBILITY

COMMUNITIES SHOULD SEEK EXPERT ADVICE

In organizing a recreation department the local community should seek expert advice upon all legal questions as well as all questions of policy. A careful investigation of the successes and failures of other communities will form an excellent guide for procedure.

Playground and Recreation Association of America.

The Playground and Recreation Association of America, with its offices at 315 Fourth Avenue, New York City, is organized to give all types of expert advice on recreation.

In addition to advice which may be secured by letter, the Association has district representatives with headquarters in various sections of the country. As to the help such district representatives may give, the Association has the following to say:

"Each community, therefore, should be able to secure from such a man the most practical and definite kind of help in the various questions that arise from time to time. Such questions commonly relate to the securing and wise budgeting of funds for recreational expenditure, both for maintenance and for capital purposes; to the securing and training of adequate personnel for the various tasks involved in the program; to the technical questions involved in the layout and construction of various items in the recreational equipment, such as playgrounds, centers, field houses, swimming pools, etc.; to similar technical questions involved in recreational administration, including questions as to salaries paid, fees charged, hours served, hours worked, rules and regulations enforced, etc.; to similar technical questions involved in the items of the recreational program, activities suitable for different age groups and for different centers, playgrounds, etc., dramatic, musical, social, athletic activities, successful methods of promotion, of organization and control of these activities, etc.; to methods of securing better community understanding of the needs and values of the recreation program, interpreting to individuals and groups in the city; to publicity, speeches, interviews, etc.

"In short, such a district representative, experienced, well informed, able, should be able to help with the best *knowledge* that there is available on every type of problem which the recreational administration, board members, executives, staff members, have to meet in the course of the development of their work in the community, and—more than this—to give his personal time, thought and energy in practical service in helping work out the problems."

Citizens' Committee.

The help which may be secured from the Citizens' Committee in connection with the formation of a recreation department should by no means be overlooked. Such a committee, well chosen, would not only give valuable technical advice, but would give the entire movement standing in the community.

State Departments of Physical Education.

In many states the department of physical education is in a position to advise local communities relative to procedure in the formation of recreational activities. Many of these departments

have blueprints of grounds and equipment. They are also so organized that representatives of the department may visit local communities for the purpose of giving personal advice.

Superintendents of Recreation of Cities.

Superintendents of recreation in the large cities over the country are always willing to assist nearby communities in connection with the organization of their recreational activities.

DIVISION OF RESPONSIBILITY

As set forth on page 136, the school should take full responsibility of the organization of the school-age child in play activities three hundred and sixty-five days of the year. This is just what is being done in many cities. In the meantime, while the school lacks the space and in some instances lacks the vision and the leadership, methods of cooperation will have to be worked out to care for the playground activities of the school-age child.

This organization assumes such cooperation. The recreation department is so set up that it can conduct the school-age playground activities until such time as the school can assume its responsibility. Legal provision is made for the cooperation. Types of cooperation that will fit into the needs of any of the types of city governments are also set forth graphically.

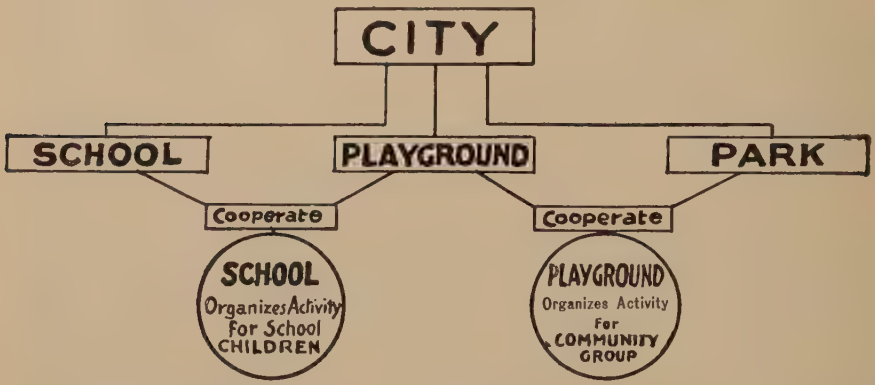
TYPES OF COOPERATIVE PLANS

Cooperative Plan for Three Departments.

Cities which have the three departments—park department, playground department, and school department—represent the municipal organization of the playground activities at its worst, unless some type of cooperation can be effected. Where cities are organized with the three departments, we are confronted with the proposition of three distinct arms of the city government conducting playground and recreation activities. Duplication can not be avoided. A waste of the taxpayers' money is inevitable.

The following cooperative plan will help to distribute responsibility and avoid duplication. In this suggested plan the school organizes all the activities for the school-age child even where the activities are actually conducted on the municipal playgrounds and parks. The playground department conducts community activities for adults in the parks, playgrounds, and school yards and buildings. The park department devotes its attention to the layout, care and

upkeep of the parks and possibly to the care of the parking strips around the playgrounds and the school yards.



WHERE THREE DEPARTMENTS EXIST IN THE SAME CITY, THE SCHOOL SHOULD ORGANIZE ACTIVITIES FOR CHILDREN ON SCHOOL YARDS, PLAYGROUNDS AND PARKS—PLAYGROUND DEPARTMENT SHOULD ORGANIZE ACTIVITIES FOR ADULTS ON PLAYGROUNDS AND PARKS

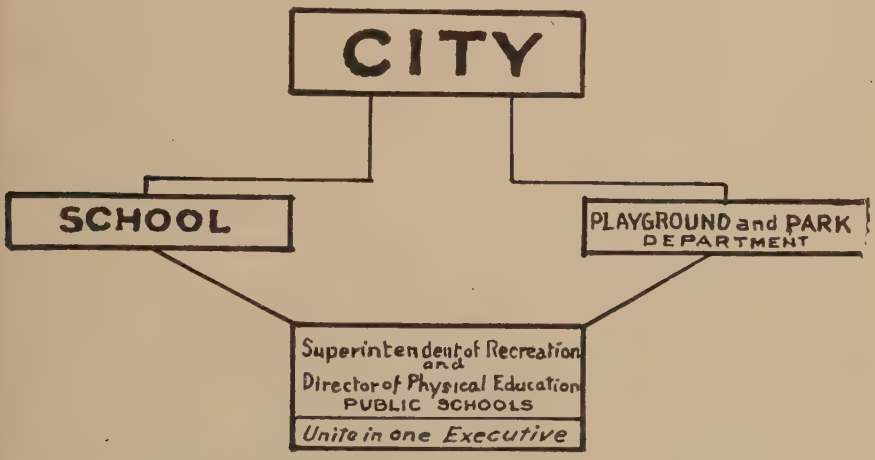
Cooperative Plan for Two Departments.

Cooperation is more readily attained where there are only two departments in a city conducting playground and recreation activities. In this case the playground and park department is usually glad to have the school use the various areas for the conduct of activities. In many cities, city, county, or state park areas are purchased near the schools for this very purpose. (See page 123.) The following plan shows this type of cooperation.

IN A CITY WITH BUT TWO DEPARTMENTS THE COOPERATION IS SIMPLIFIED

The Joint Official Plan.

Another plan provides for the school and the playground and park department selecting the same man to occupy the position of superintendent of recreation and director of physical education for the schools. This will be an excellent plan as long as harmony can be maintained between the two official boards. There is, however, no guarantee of permanency in such a plan. The following shows the plan which is now in force in Oakland, San Diego, Berkeley, and a number of other cities. (See page 126.)


CITY
SCHOOL
PLAYGROUND and PARK DEPARTMENT
Superintendent of Recreation and Director of Physical Education PUBLIC SCHOOLS
Unite in one Executive

THE JOINT-OFFICIAL PLAN REPRESENTS THE BEST TYPE OF COOPERATION

All these cooperative plans will be abandoned when the school provides the space, the money, and the leadership for the conduct of a year-round program of playground activities.

LEGAL PROVISION MUST BE MADE FOR COOPERATION

If official boards are to cooperate, legal provision must be made for this. (See page 146.) In the writing of state enabling acts and city charters authorization should be made for such cooperation. For example, in the charter of Fort Worth, Texas, the following clause authorizes such cooperation:

"it shall have power, with the consent of the school board, to organize and conduct play and recreational activities on grounds and in buildings under the control of the school board, provided that nothing in this section shall be construed to abridge the power of the school board to refuse the use of any of its grounds or buildings; it shall have power to equip, operate, supervise

and maintain playgrounds, athletic fields, swimming centers and other recreation facilities on or in properties under the control of the park board; it shall have the power to take charge of and use any grounds, places, buildings or facilities which may be offered, either temporarily or permanently, by individuals or corporations, or other person whomsoever, for playgrounds or recreational purposes;"

STATE SHOULD GIVE POWER TO CITY, COUNTY, AND SCHOOL

State laws or constitutional provisions which grant special powers should be sufficiently broad to allow cities and counties to meet the growing park, playground and recreational needs of the people, both under a recreation department and under a school department. There is a danger in having state laws attempt to go too much into detail, for something may be left out. There is also a danger in making laws too general, thus covering nothing. (See page 513 and page 514 and page 516 for suggestive laws.)

CHARTER

No city charter can be cited which fulfills all the conditions necessary for the establishment of an ideal recreation department. Extracts will therefore be taken from various charters.

It is of course understood that every charter will have to vary according to the particular conditions within the city and in accordance with the provisions of the state under which the city operates. However, the charters should take into consideration all of the following items:

(These suggestions are given merely as a guide in laying the problem before the proper legal authorities of the city or the charter-forming body.)

Right to Conduct Activities Should Be Under "General Powers."

Under the general powers of the city, aside from the part of the charter that deals with the recreation department, there should be enumerated the powers in general relative to the conduct of the playground and recreational activities. Because of the confusion in the definition of words, a number of descriptive words should be used.

Continuing an enumeration of the general powers of a city:

and may maintain all other public buildings, places, works, institutions, and establishments, whether situated inside or outside of the city limits, which

may be necessary or convenient for the transaction of public business or for promoting the health, morals, education, or welfare of the inhabitants of the city for their amusement, recreation, entertainment or benefit.

Use Inclusive Terms.

Narrow terms that are difficult to define should never be used. The word "children's playground" is an example. To whom does this apply? Can adults go to the children's playground? Can they take part in activities? Is a child one under six, twelve, or twenty-one years? All of these and many other questions might be raised. It is advisable to use some such wording as follows:

All parks, squares, plazas, public pleasure grounds, public playgrounds, recreation centers, and summer camps now or hereafter owned or controlled by the city, either within or without its limits, shall be under the exclusive control and management of the board of park and playground directors. Said board shall have supervision, direction, and control of all games, recreation, athletic sports, physical exercises, and social activities to be conducted in any of the parks, playgrounds, or recreation centers of the city. Said board shall have power to organize and conduct physical training and exercises, athletics, sports, games, leagues, tournaments, and pageants in and upon the playgrounds and recreation centers owned or controlled by the city, and also in and upon other grounds, athletic fields, gymnasia, swimming pools, and other suitable places, the temporary use of which may be loaned or leased to said board of playground directors for such purpose. Said board shall also have power to organize and conduct walking and other outing excursions and events to points either within or without the city limits.

Within or Without the City.

As noted above, the words "within or without the city" should appear if camps and walking trips out of the city are to be conducted.

Should Have Right to Organize Activities on Property Not Owned by the City.

It will be to the advantage of the city to be able to use church gymnasiums, athletic fields, and other types of private property on a lease or a loan basis.

The city council shall have the power by ordinance to set aside, either absolutely or for a definite period of time, any lands belonging to the city for use as parks, public playgrounds, recreation centers, and summer camps, and the same shall, when and so long as used by said board for such use, be under the exclusive control and management of the board of said directors.

Said board may also make contracts for the donation or lease to it of the temporary use of parks, playgrounds, camp sites and of grounds, athletic fields, gymnasia, swimming pools, and other suitable places for the conduct of leagues, tournaments, pageants and other recreational activities.

Should not Supervise Commercial Recreation.

Should the recreation department of a city be asked to extend supervision over commercial recreation? Different cities have answered this in different ways; Detroit, for example, having supervision over many types of recreation.

It seems that supervision of commercial recreation is not primarily the function of the recreation department. It is much more the function of a police department. It should be the task of the recreation department to provide the largest possible range of constructive playground and recreation activities. This larger function might be hindered rather than helped because of the ill-will which might accrue to the department on account of this supervision of commercial recreation.

Should Provide for Governing Board.

The charter should provide for the governing board to be in charge of the department. This board should be an unpaid board. It should have both men and women on it and the terms of the members should be not less than five years. The terms of the members should be so arranged that one member goes off each year and a new one is appointed each year. (For further discussion of this plan see page 163; also full wording of charter, page 526.)

Should Give the Governing Board Power.

The charter should give the board power to establish rules and regulations and the power to enforce these rules.

The said board shall adopt rules and regulations for the government of the aforesaid parks, playgrounds, recreation centers, and summer camps, and for the conduct of the aforesaid activities, leagues, tournaments, pageants, and excursions, not inconsistent with the ordinances of the city or of the laws of the state or with this charter.

Should Give Power to Receive Gifts.

The board may for and in behalf of the city receive donations, legacies, or bequests for the improvement or maintenance of said parks, playgrounds, recreation centers, and summer camps, or the acquirement of new playgrounds,

recreation centers, and summer camps, and all moneys that may be derived from such donations, legacies, or bequests shall, unless otherwise provided by the terms of such donations, legacies, or bequests be deposited in the treasury of the city to the credit of the park and playground fund; the same may be withdrawn therefrom and paid out only in the same manner as is provided for the payment of moneys legally appropriated for the support and improvement of such playgrounds, recreation centers, and summer camps. If the moneys derived from such gifts, bequests, or legacies shall at any time exceed in amount the sum necessary for the immediate expenditures for the acquire-

Cast-off Navy Life-boats Used by School Children

ment, maintenance, or improvement of parks, playgrounds, recreation centers, and summer camps, the board may invest all or a part of the sum in interest-bearing bonds of the United States or of the state or of any municipality or school district thereof.

All Money Taken in from Income Recreation Should go into Park and Playground Fund.

All money from summer camps, golf courses, swimming pools, concessions, etc., should be deposited to the credit of the park and playground fund and should not go in the general funds of the city.

Financial Support of the Department.

1. *Budget Plan.*—As a rule, the recreation department of the city is on a budget plan, as are all the rest of the departments of the city. Under this plan the yearly support will be at the option of the budget-fixing body of the city. There is great danger under this plan of the department's being overlooked in the competition of the older departments for funds. Great pressure from the community will have to be exercised if the recreation department is to be adequately supported.

2. *Mill Rate.*—Many cities have a charter provision establishing a minimum fixed mill rate. If this is the case, provision should be made so that the amount thus raised may be increased by appropriation for emergency use and for expansion. The mill rate at the present time varies over the country from two to eleven mills for the combined park and playground functions.

3. *City and School Budget Plan.*—Where the city and the school unite on a plan for the school-age child, a joint budget should be arranged. Under this plan the school might finance the school playgrounds on school days and the city on non-school days. (See page 140 for details of such a plan.)

SCHOOL SHOULD HAVE POWER TO CONDUCT PLAYGROUND ACTIVITIES

Under some state act, often known as a Community Center Act, school boards should be given power to conduct playground activities and to cooperate with other municipal departments in the conduct of recreation activities. (For examples of such laws, see page 512, page 516, page 519.)

How Much Money Should be Raised by Taxation?

Opinions on this subject will differ, and the only basis of what is needed is the reports of what cities are spending where adequate provisions are being made for play and recreation.

In the western states, where the need is less than in many of the eastern states, the amount expended yearly for combined activities of park, playground and recreation is about $2 per capita. Among the cities spending this amount are Denver, Seattle, San Francisco, Los Angeles, Colorado Springs, Long Beach, Pasadena, Pomona, Santa Monica, and Oakland. It may be that the larger cities will be able to cut down this amount per capita, but no one can say, as none of the large eastern cities have yet established an adequate

program which reaches any large percentage of the children, not to mention the adults. At least one-third of the money raised should be devoted to the organization of playground and recreation activities.

In addition to this, school boards expend large sums for physical education and in some cities have power to raise on the basis of from three- to six-tenths mills per dollar on the assessed valuation a special fund for school playgrounds. (See page 513.)

How Much Money Should be Invested in Lands and Buildings?

Here, again, there is a great difference in the practices of the various cities. Some estimates are that one per cent of the total assessed valuation of the city should be in park and playground property. Others place this estimate as high as five per cent. Somewhere between these two estimates on the side of the five per cent is probably where the amount should be fixed.

These figures may at first glance seem large, but in fact they are insignificantly small in comparison to the sums spent for streets, water systems and subways. They are insignificantly small in the United States when we brag of the fact that we produce:

Fifty-five per cent of the world's iron ore.
Fifty-five per cent of the world's pig iron.
Sixty-six per cent of the world's steel.
Fifty-one per cent of the world's copper.
Sixty-two per cent of the world's petroleum.
Forty-three per cent of the world's coal.
Fifty-two per cent of the world's timber output.
Sixty-five per cent of the world's naval stores.
Forty-two per cent of the world's phosphate.
Eighty per cent of the world's sulphur.
Sixty-three per cent of the world's mica.
Sixty-two per cent of the world's lead.
Sixty-four per cent of the world's zinc.
Sixty per cent of the world's talc and soapstone.
Forty-five per cent of the world's barytes.
Fifty-five per cent of the world's cotton.

In addition to all this we have

Eighty-eight per cent of all automobiles and motor trucks.
Thirty-four per cent of the world's railroad mileage.
Fifty-one per cent of the world's ton-mile traffic.
More telephones and radios than all the rest of the globe.

A city's greatness depends not upon the length of its streets or the size of its water system but upon the training for citizenship it is giving to its children.

May be Financed by the School.

In a number of cities the school playgrounds are entirely financed by the board of education. In some states, laws transfer the power to operate school playgrounds to the board of education. See type of law in Illinois, page 513. In other states, boards of education are given the power under the "Community Center" acts which provide for the the use of school property. (See California law, page 527; also city plan, page 139.)

Should Allow the Purchase of Property on Terms.

The charter and the state laws should allow property to be bought on a part-payment plan, thus spreading the cost over a number of years. For suggestion as to this plan see page 527.

Should Provide Power to Cooperate with Other Departments.

The charter should set forth the right of the recreation department to cooperate with other municipal departments and the board of education.

Should Provide Power to Establish Recreation Service Bureau.

The charter should set forth the power of the city to cooperate with private and semi-public organizations "for the promotion of the health, morals, education, or welfare of the inhabitants of the city."

In general, the charter should be of such breadth that the recreation department could organize the city in accordance with the broad needs set forth.

It is only when state and city power is granted in this manner that the recreation department will be able to function properly for the benefit of all the inhabitants, young and old, of the city.

THE GOVERNING BOARD

Name of the Department.

What shall be the name of the *Governing Board* of this new type of activity which is a combination of the old work of the park and playground boards? The name *Park and Playground Board*

has been suggested as meeting the situation, the department to be called the *Recreation Department.*

The question will also be asked: What is the advantage of having a governing board as against the plan where the executive is appointed directly by the mayor or city council or city manager?

Why a Lay Board?

The arguments here made are for a lay board, unpaid, appointed by the mayor or city manager with the approval of the city council. It is recommended that the term of the board members be five years; that they be five in number. When the term of one board member expires, another begins his year.

Experience has proved that this is the best way to organize a board to keep it out of politics and to maintain unity. If the board took office two at a time and later three at a time, there would be a tendency to form blocks. With one member coming in each year, it is possible for the new member to be introduced into the types of activities gradually, at the same time having the older members keep the department in line with established policies.

The recommendation is that not over three members of the board shall be of the same sex. This means that there will always be two women on the board, which is a distinct advantage in any city.

The lay board as the constant adviser of the superintendent of recreation is of great value. This board, representing, as it usually does, interested citizens in the community, makes it possible for the superintendent to keep in close touch with public thought. In the light of these attitudes of the community, in the light of the judgment of the board members, and in the light of the recommendations of the superintendent, decisions relative to policies can be made which are very dependable.

Mrs. W. H. Marston, of Berkeley, California, president of this type of a governing board, commenting on what a board member can do, says,

"A board member looks to the superintendent for active direction of plans, and expects from that inner circle of assistants a keen, skilled knowledge and appreciation of playground methods and development. But the board turns its face outward to the public, and stands ready in cooperation with the playground experts to explain needs, to show by comparison what other cities are doing to attract homelovers and make life better worth living; to make clear, especially to taxpayers, how worth-while investments of this type are.

"Board members form a background for the recreation force, create a place

for them, and encourage them in their advancement plans. Board members are themselves the earliest ones to go upon new grounds, to take part in activities of the summer camps and show a democratic spirit of comradeship with citizens appreciative of similar love of nature and of sports. These things, too, a board member can do, both because he truly likes to share them with others, and because he likes to do them himself.

"He must train himself to be readily adaptable, yet always bear in mind the necessary limitations of his field. Constructive criticism is his part, optimistic views, yet balanced carefully by sound sense, and readiness to hear all that may be said against new theories, before settling on a definite program.

"The fact that a board member is a citizen of the town, is serving as a civic duty and without financial compensation, gives readier credence to his views when with his neighbors. This it is that lays on him the responsibility of carrying the message to the public, that the children and the youth of today may face toward the sunshine of life."

EXECUTIVE OFFICER

What Shall His Title Be?

What shall the title of the executive officer be? In some cities the executive officer is called the director of recreation; in others he is called the commissioner of recreation. However, in most cities he is called the superintendent of recreation. There seems to be every reason for accepting the title of *Superintendent of Recreation* as standard. The precedent has somewhat been set by the public schools. There is perfect understanding in the public mind when we say superintendent of schools. In like manner it should be perfectly understood when we say superintendent of recreation.

Distinction between Superintendent and Secretary.

Careful thought should be given to the distinction between superintendent of recreation and secretary of the board. In many instances the two offices will be combined in one person, but in many cities, as for example, in Los Angeles, the charter provides that the powers be vested in separate individuals.

It is the duty of the secretary to conduct the routine business of the executive board, such as to write up the minutes for approval, and execute the various directions of the board as set forth in resolutions adopted. The secretary, therefore, becomes a detailed man to put into being the various orders of the board. It should be kept in mind that all these directions to the secretary should be in the form of resolutions adopted at regular meetings of the board. At

no time should the secretary be expected to put into effect the suggestions or orders of individuals or groups of individuals on the board.

A great deal of confusion has here arisen because of the fact that many board members have not understood this relationship, and in every instance a violation of this rule has proved disastrous for the secretary, the board, and the entire department. No one can work successfully with a number of people giving him directions. (See page 191.)

Duties of the Superintendent.

In addition to being a routine man carrying out the directions of the board, the superintendent is the trained adviser of the board, represents the board, and acts for the board many times. The relationship between the superintendent and the board should be thoroughly understood. The board represents the lay opinion, while the superintendent represents the opinion of the expert. The board must follow expert advice relative to the technique of the conduct of activities. The superintendent must have at all times an open mind to the lay advice of the board. Together they must establish policies.

If the board has no confidence in the superintendent it will therefore have no confidence in his recommendations. If the recommendations of the superintendent in regard to professional details of the department are continuously disregarded by the board, the superintendent can not with dignity maintain his position. He would always, of course, have the alternative of resigning or carrying his point to a higher municipal authority in the city than the board, or even possibly carrying his point to the people themselves. In this connection the young superintendent must carefully distinguish between detail in connection with the professional program of activities and detail in connection with policy. It is of course highly desirable that the superintendent get advice from all possible angles, both from within the board and from without, even in regard to professional details.

The relationship between superintendent and board is similar to the relationship which exists between the members of the English Parliament and the premier. If the people indicate their lack of confidence in the government by a reversal of power in Parliament, the premier resigns and the king proceeds immediately to appoint a new premier as representative of the government.

It is well that this relationship of superintendent and secretary to the executive board be thoroughly understood. The situation should never be allowed to go to a point where the superintendent holds merely a bare majority in the board.

In line with this policy, the superintendent should bring to each board meeting a carefully worked-out order of business for the day, with recommendations for new appointments, and approval of acts which have taken place since the last meeting and for authority to proceed with the new projects. (For qualifications of the superintendent see page 192.)

DISTINCTION BETWEEN THE LEGISLATIVE AND EXECUTIVE FUNCTIONS

Cubberley very clearly points out the distinction between the legislative and executive functions in connection with school administration:

"Boards of education should act as legislative and not as executive bodies, and a clear distinction should be drawn between what are legislative and what are executive functions. The legislative functions belong, by right, to the board, and the legislation should be enacted, after discussion, by means of formal and recorded votes. The board's work, as the representative of the people, is to sit in judgment on proposals and to determine the general policy of the school system.

"Once a policy has been decided upon, however, its execution should rest with the executive officer or officers employed by the board, the chief of whom will naturally be the superintendent of schools. If the board desires information on any subject, it should direct its executive officer or officers to furnish it. On the recommendations submitted, the board should sit in judgment, and, until convinced of the wisdom of the recommendations, the board should hold them in abeyance. In all matters which are strictly professional, and which relate to the details of administration, the board should refuse to act in any way until the matter has first been brought before the proper executive officer, and his decision should not be reversed unless the board is thoroughly convinced that he is wrong. Even then. in many cases the board will be wise not to act hastily.

"In certain strictly professional matters, such as courses of study, textbooks, and instruction, boards should be deprived of the right to act, except upon his recommendation. The wisdom of such a separation of functions in the administration of a city school system has been shown repeatedly in our city schools. It is when boards or board committees, anxious to direct and manage as well as to govern, seize executive functions and begin to dis-

place the chosen executive officers in the administration of the school system, that trouble usually begins to develop."

(Public School Administration, page 119.)

BY-LAWS TO GOVERN BOARD PROCEDURE

It is well to formulate a simple set of by-laws to govern the procedure of the board. The following general suggestions from Fort Worth are listed as very suggestive. (See also page 530.)

Meetings.

ART. 1. Regular meetings of the board shall be held on the first and third ———————— of each month at

ART. 2. A majority of the members of the board shall constitute a quorum.

ART. 3. The order of business at meetings of the board shall be as follows:

Roll call
Reading of minutes of last meeting
Communications
Report of superintendent
Reports of standing committees
Reports of special committees
Election of officers
Appointments
Unfinished business
New business
Adjournment

ART. 4. Election of officers, a president, a vice-president, a secretary, and the appointment of a superintendent, shall take place at the second meeting in August.

Duties of Officers.

ART. 5. It shall be the duty of the chairman to preside at all meetings of the board; to sign such official papers as the charter or these rules may require; to appoint committees unless otherwise ordered; to call special meetings when he may deem advisable; to sign warrants in payment of bills approved and presented for

payment by the finance committee; and to approve and sign all payrolls and warrants in payment of same.

ART. 6. The vice-chairman shall perform the duties of the chairman in the absence of the latter.

ART. 7. The secretary shall notify members of all meetings; keep a record of the proceedings of all meetings; have copy of same sent to each member of the board; and call special meetings upon the request of the chairman or two members of the board. The secretary shall countersign all warrants when duly approved by the chairman and finance committee.

ART. 8. The superintendent, under the direction of the board, shall be responsible for the administration of the affairs of the recreation department, and to that end shall supervise the operation of all departments of the board's activities. The superintendent will be expected to select the heads of departments, subject to the approval of the board; the employment of all other persons in the various departments shall be subject to his approval. The salaries of all full-time employees shall be fixed by the board. The superintendent shall submit a detailed report of the activities and administration of all departments for each calendar month. A copy of this report shall be placed in the hands of each member of the board and the Mayor of the city not later than the Monday preceding the second Board meeting of the following month. A detailed statement of receipts and disbursements for each calendar month shall also be submitted not later than the second meeting of the following month.

Finance.

ART. 9. A finance committee, consisting of two members of the board, shall be appointed by the chairman immediately upon his election, to serve for a period of one year. It shall be the duty of this committee to approve all bills before being vouchered for payment, and to perform such additional duties as designated in these rules and regulations or delegated to it by the chairman.

ART. 10. All purchases shall be made on orders issued by the superintendent, and shall, as far as possible, be made from Fort Worth firms. When, in the opinion of the superintendent, it appears necessary, or to the financial advantage, to place an order out of the city, the matter shall be referred to the finance committee. On all purchases involving an expenditure of $25 or more, at least

three bids shall be secured, and the finance committee, or at least one of its members, shall be consulted before the order is placed. All bids shall be approved by the superintendent before being presented to the finance committee for approval.

ART. 11. The fiscal year of the department shall close on ——.

ART. 12. The superintendent shall submit an annual report of the activities of the department, together with a financial statement for the year, not later than the second meeting in September.

ART. 13. The superintendent shall submit a tentative budget based upon the probable revenues for the ensuing year, not later than the first meeting in August. When approved, this budget shall be strictly adhered to unless amended by the board.

ART. 14. The recreation board invites the park board and the school board to appoint a member of each of these boards to meet with the recreation board in order that the activities of the recreation department conducted on park or school property be in accord with the policies and wishes of these respective boards. The superintendent of recreation is expected to consult with the superintendent of parks or the superintendent of schools. He shall use his discretion as to when such matters should be brought to the attention of the recreation board to be referred by this board to the other board affected.

ART. 15. Special committees may be appointed for such purposes and in such manner as the board may determine.

ART. 16. The chairman of the board and the superintendent shall be ex-officio members of all committees and as such notified of all committee meetings.

ART. 17. All amendments to these rules must be proposed in writing at a regular meeting of the board and acted upon at the next regular meeting.

Resolutions.

The organic law of the department will consist of resolutions adopted by the board and included in the minutes, together with any specific approval which the resolutions may require, such as the approval of the civil service, common council, or legal department. These resolutions should be numbered and the ayes and nays recorded.

BOARD OF PLAYGROUND DIRECTORS

RESOLUTION NO. ——

(Body of resolution to be recorded here.)

ADOPTED by the following vote:
AYES—Directors:

NOES—Directors:
EXCUSED FROM VOTING—Director
ABSENT —Director

I hereby certify that the foregoing is a full, true and correct copy of a Resolution adopted by the Board of Playground Directors of ..... on .....

.....

Secretary Board of Playground Directors.

.....

By

The first resolution would naturally be the approval of such by-laws as might be adopted according to suggestions given above.

The minutes of the board meeting which include the resolutions should be carefully handled, as they in fact become the constitution under which the superintendent and the entire department operate. As the number grows they should be indexed.

Once or twice a year all resolutions should be gone over. It will be found that numerous resolutions conflict with each other; new conditions have arisen and new resolutions have been adopted. A careful going-over of these resolutions will make it possible to eliminate or modify the old resolutions and keep the basic law in harmony.

It has been found advisable in many cases to mail a copy of the minutes to each board member after each meeting, thus affording an opportunity to the members to look over the contents before coming to the next meeting, at which time it will be necessary to approve the minutes. No minutes become official until the following meeting, at which time they are approved.

Meetings.

Two meetings a month should be adequate to take care of all the needs of even a large department. Special meetings, of course, may have to be called in certain emergencies. An hour's meeting every two weeks devoted to policy-making is ample time, and it is about all that a municipality should ask of an unpaid lay board.

Boards which meet every week and remain in session for several hours or half a day at a time will find that they are handling a great many details which should be taken care of by the superintendent and presented to them only for approval. It is a fairly sure sign when these long meetings are regularly held that the board has stepped beyond its legislative province of policy-making and approval and is assuming executive functions.

LEGAL BUSINESS

All legal business should be referred to the city legal department. Specifications and bids should be approved by the legal department. When supplies are to be purchased, contracts should always be drawn by the legal department. Bonds, insurance policies, and all matters having a legal application should receive the stamp of approval of the legal department of the city.

Before departing upon any new feature it is highly advisable to refer the matter in writing to the legal department for an opinion. This will avoid doing things which conflict with state laws and city charters. It will also tend to protect the department from proceeding outside its field into such phases of activities as involve an expenditure of money for which the board members might be held personally responsible.

CIVIL SERVICE

Examination of Staff.

Most city departments will find it necessary to establish relationship with the civil service. Many rather bitter complaints have been made concerning the relationship of the civil service. Complaints have been made that proper people can not be selected by means of civil service examinations—that written examinations can not guage personality, and that once a person is in the service there is no way of eliminating him in case he is not satisfactory. The complaint is also made that workers in the recreation department, while dealing with the human element in society, have to be

bound by minute technique and civil service rules which apply to laborers.

Much, however, may be said on the other side, and on the whole the writer feels that civil service is a distinct advantage, and that a satisfactory arrangement can be worked out to meet all the problems. I know of no civil service department in the country which is not particularly anxious to do its utmost to supply satisfactory workers in the various city departments.

It would be well for the civil service board and the recreation board together with their executives to meet once or twice a year and discuss their particular problems. It is a distinct advantage to the superintendent of recreation and the board to be free from the pressure of politics and to have a set of qualifications set up for various employees by the civil service.

For important executive officers in certain departments of the city it has become the custom of the civil service not to give any written examination, but to establish the standing upon training, personality, and successful experience. Arrangements could be made to have the standing of all workers based not only upon a written examination and an oral examination, but upon training, personality, and experience. With recreation workers at least forty per cent of the rate should be placed upon this latter qualification.

If any situation is presented properly to the civil service board, without a doubt the problem can be solved to the great advantage of the recreation department. Lent D. Upson says:

Examinations.

"So long as an unclassified service exists, there is an inclination to retain the non-competitive examinations or pass examinations, in which the candidate is required to have only sufficient qualifications to enable him to fill the position open. The non-competitive examination is also used extensively in making promotions. There is a growing feeling, however, that the non-competitive examination serves no useful purpose, and that all positions not subject to direct appointment without examination should be filled by competition.

"Competitive examinations are of two kinds, assembled and non-assembled. The assembled examination is provided for candidates that can be examined in considerable numbers at one place and at one time. The non-assembled examination is designed for candidates of special types, those who ordinarily would not submit to group examination; who, because of distance, it would be impractical to assemble; or who, because of the special type of service for which they are examined, should be treated individually.

"In preparing selective tests for most of the positions in public service, the following subjects must be considered in their relations to the specific duties of the employment sought: (1) education and training; (2) experience tending to qualify; (3) ability to perform the actual duties of the position; (4) executive or administrative ability; (5) personality; (6) citizenship, character and habits; and (7) physical ability to perform the duties involved.

"It is incumbent upon the civil service authorities to decide upon the best methods of securing information concerning the candidate in each of these subjects, and of determining the relative weight or value of each subject as bearing upon the qualifications. The values or weights given each subject should vary according to the qualities required for the several classes of positions in the city service. Therefore, the preparation of the weights, as well as the content of each examination, must be done by persons familiar with the functions of the department, office, and position in which the vacancy to be filled is located, and with the technique of the trade or profession concerned."

(Practice of Municipal Administration, page 35.)

Duties of the Civil Service Authorities.

"The duties of the civil service commission are threefold—legislative, judicial, and administrative. The principal legislative duties are the formulation of rules and regulations having the force of law, and which supplement the principles laid down by the merit law itself, and sometimes the classification of positions and recommendations to the legislative body of a standardized wage for the positions within each class. The duties of a judicial character relate to hearing appeals from the ratings given on examinations, and sometimes appeals from suspension and dismissal, including any charges of incompetency, insubordination or misconduct. The administrative functions are numerous and include the following:

1. *Establishing and maintaining* contact with sources of labor supply.
2. *Testing the qualifications* of applicants for employment.
3. *Testing the relative fitness* of employees for promotion.
4. *Classifying positions* according to duties and establishing lines of promotion.
5. *Examining the fairness* and adequacy of the compensation of employees and recommending proper rates of pay to the legislative body.
6. *Passing upon cases* of discipline and dismissal.
7. *Preparing, installing,* and supervising service records and efficiency ratings.
8. *Certifying payrolls* to insure that only properly appointed persons are being employed.

"In addition to these fundamental duties, however, it is desirable that a civil service commission be concerned with the more modern tendencies in employment as suggested by these further activities:

1. *Promoting and organizing* the instruction of new employees.

2. *Promoting the establishment* of standard policies in respect to working conditions, health and safety.

3. *Promoting the establishment* of standard practices in regard to hours of employment, vacations, holidays and sick leave.

4. *Promoting and encouraging* methods of transfer rather than discharge of employees who are unsuited for their positions.

5. *Carrying on research* for the purpose of improving the administration of employment policies."

(Practice of Municipal Administration, page 32.)

Rating of Staff.

Practically all civil service boards have some type of efficiency rating. In this case, if employees fall below a certain rating they are automatically dismissed. The civil service board gives great latitude to all officers in the making of this rating for the people in their departments.

Many recreation officers have disregarded this rating and have superficially rated a person 80, 85, or 90 over a series of months and then, all at once, have decided that a person is inefficient, and want to discharge him. It is obvious that no person's rating will stand up to 85 for a number of years and in one month drop to 60. If an employee's work is unsatisfactory, his efficiency rating should be lowered month by month. When it falls below the established minimum mark, the employee should be dropped.

Period of Probation.

A period of probation of one year is usually allowed in which a person may be dropped without making known the cause. A full year gives anyone ample opportunity to discover the strength or weakness of various workers.

Discharged Employees.

Recreation executives have taken an unpleasant viewpoint of this whole question of discharging employees. It is a very serious matter, as it involves the basic human relationship. Ninety-nine per cent of all discharges can be made to the benefit of both the department and the person discharged.

We must realize that people are adapted to different types of work. If a superintendent will take this viewpoint and call into the office the individual who is not getting along well and in a kindly

and friendly way explain the whole situation, some other work in the department may be found to which the person is better fitted. Private corporations sometimes try an employee in as many as a half-dozen types of work before discharging him.

If it becomes necessary to entirely eliminate an employee from the department, the superintendent can only offer his services in helping the person to get adjusted in some other line of work.

In this way the employee is probably happier in his new work and the superintendent and department are held in a friendly attitude by the discharged employee. This way of handling the situation is absolutely practical. It has been done and can be done.

DEPARTMENT POLICIES

A complete working code of department policies should be recommended by the superintendent and approved by the board. These policies should be in the form of resolutions and recorded in the minutes of the meeting of the board.

WORKMEN'S COMPENSATION

In states where there are workmen's compensation laws the steps to be taken in case of an accident should be in the hands of all employees. The following general suggestion is given:

Instructions as to Methods of Procedure in Case of Accident.

1. *First aid* shall be administered to injured party.
2. *Injured party shall* then be sent or taken to physician. (Injured person may be taken to own physician.)
3. *Foreman must report* immediately to recreation department cause of accident on form attached.
4. *Recreation department must file* three copies of report form with the board of inquiry. This is final report from recreation department.
5. *Injured employee must report* to board of inquiry as soon as possible.
6. *When case is settled,* the board of inquiry sends in final report to industrial accident commission. If case carries on for some time, the board of inquiry sends final report as attached.
7. *All physicians' bills* and bills for medicine shall be turned in to the board of inquiry by parties rendering the services.

(The exact steps will vary with each law.)

Insurance.

The Board should carry adequate insurance in the line of fire insurance on buildings and equipment, burglar and theft insurance, and insurance on automobiles. The public liability insurance will probably have to be carried by individual automobile drivers. In case the department is acting in a money-making capacity, more than cost-covering, such as the handling of boating, swimming, and golfing activities, adequate public liability should be carried.

It is highly recommended that a reputable insurance firm, with the advice of the city attorney, go over all insurance policies. An insurance book should be made up, in which should be listed all of the property belonging to the department, together with the numbers of the insurance policies covering it. Pictures of buildings should accompany this record, and also a full inventory of all furniture or equipment kept in the buildings. In case of fire the department then has at hand a full description of the property damaged. (For details see page 206).

Specifications, Bids, and Contracts.

Practically all cities have in their charter provisions a clause that when expenditures are made beyond a certain point—the amount varying from $5.00 to $500.00—open bids must be called for. This means that specifications must be drawn up by the superintendent and approved by the board. These specifications, or notices thereof, must be published for several days, and bids must be received in open board meeting.

These bids are then opened and referred to the city attorney for review in regard to legality. Later, contracts are awarded. Cities have been allowed great leeway in determining which bid is actually lowest in the light of the quality of goods. In every case, however, if the lowest bid is not taken, a memorandum of evidence should be made as to why it was that the higher bid seemed to be the cheapest in the long run. In the matter of bids, specifications, and contracts, the advice of the city attorney should be followed carefully.

1. *Sample Specification Form.*—The work contemplated by this specification is the furnishing of athletic supplies to the board of playground directors of the city of ——— for use in the recreation department during the fiscal year ending ———.

2. *General Provisions.*—Athletic supplies shall be delivered and furnished on demand at such time and in such quantities as may

be designated by the recreation department of the city of ——— from time to time; provided, however, that if no athletic supplies be on hand, the contractor may require seventy-two (72) hours' notice of the requirements of the city.

Athletic supplies shall be satisfactory in all respects to the superintendent of recreation of the city of ——— and to the board of park and playground directors of the city of ———; and unless said supplies or any part thereof are satisfactory, the same may be rejected.

Each bidder must give *catalogue reference* and *submit samples* of athletic supplies bid upon.

All athletic supplies shall be delivered to the storeroom of the recreation department of the city of ———, provided that on special request of the recreation department athletic supplies shall be delivered to the several playgrounds in the city.

3. *Athletic Supplies Required.*—For determining the amount of certified check to accompany bids, the sum of three thousand dollars shall be assumed as the total of athletic supplies to be purchased.

The board of playground directors reserves the right to take more or less than the quantity estimated:

No. 1 Baseballs—League ball, retailing at approximately $2.00 each
No. 2 Baseballs—League ball, retailing at approximately $1.50 each
No. 3 Baseballs—Junior ball, retailing at approximately $.75 each
No. 1 Playground balls—12 inches in circumference with outer seam, retailing at approximately $1.75 each
No. 2 Playground balls—12 inches in circumference with outer seam, retailing at approximately $1.25 each
No. 3 Playground balls—9 inches in circumference with outer seam, retailing at approximately $1.25 each.
No. 1 Baseball bats—Light-heavy, retailing at approximately $1.75 to $2.00 each
No. 2 Baseball bats—Willow Fungo bats, retailing at approximately $1.25 each
No. 1 Catcher's masks—Retailing at approximately $5.00 each
No. 2 Catcher's masks—Youth's mask, retailing at approximately $1.75 each
No. 1 Catcher's mitts—Retailing at approximately $8.50 each
No. 2 Catcher's mitts—Retailing at approximately $5.00 each

. . . . .

Continue list as needed.

Land Purchases.

Every city will have different charter provisions relative to the purchase of land. Such charter provisions should be carefully

examined before proceeding with negotiations, and the legal advice of the city attorney should be sought freely. Superintendents are warned especially to deal openly in regard to the purchase of land and with reputable real estate firms, if not directly with individuals. It is only by having all steps a matter of record that superintendents and boards can be kept entirely free from the suspicion of personal interests in connection with various land purchases. A few state laws allow cities to purchase land on a part-payment basis, but as a rule this is not allowed. (See page 526.)

Schedule of Hours.

A schedule of hours should be adopted by the board and should be on file. In certain instances this schedule will have to take into consideration general city regulations, minimum working hours for women, and in the case of caddies on the golf course, minimum age limits.

Executive officers will find it impossible to hold to any hour schedule. To do their work properly they will find it necessary to work many evenings, as well as Saturdays and Sundays. For this reason it has become necessary to give the executive officers considerable leeway in regard to hours.

Wage Scale.

It is very difficult to recommend any wage scale because of the various conditions in individual communities. There are, however, three distinct types of workers.

1. *Skilled Workers and Laborers.*—In this instance skilled workers and laborers will undoubtedly follow set city rates.

2. *Part-time Directors of Activities.*—There will be a need for part-time workers, especially where the system is combined with the public schools and where extra help is employed for evening centers. For this part-time work not less than $1.00 an hour should be paid. This means that a person working on an afternoon playground from three to six would receive $3.00 and a person handling an evening center from six to ten, $4.00. There are many places in the country where the rates are considerably higher than these. In cities where normal schools, colleges and universities are located it is possible to get a high-grade type of student, men and women to assist in these activities.

3. *Full-time Directors of Activities.*—The salary scale of full-time workers all over the country shows great variation, and no

attempt will be made to say which is right. A comparison, however, will be made with the public school system, which is more or less standardized. The superintendent of recreation should receive a salary approximating that of associate or assistant superintendent of schools. The supervisor and heads of departments such as supervisors of boys' activities, girls' activities, music, dramatics, games, etc., should receive a salary approximating the amount received by the supervisor of the public school system. The full-time work should likewise receive a salary approximating that of the elementary teacher.

The following salary scales represent the trend in the various cities:

1. *Oakland, Calif.*

Superintendent of recreation	$4800.00
Assistant superintendent and supervisor of sports	3300.00
General supervisor girls' activities	2400.00
Directors of special activities (dramatics, pageants, folk dancing, etc.	4.00—8.00 per day
Playground director class "A" (full time)	125.00 first year 135.00 second year 150.00 fourth and succeeding years
Playground director class "B" (three-fourths time)	95.00 first year 105.00 second year and thereafter 125.00 during summer
Playground director class "C"	4.00 per day 5.00 per day summer
Playground director class "D" (substitutes)	.75 per hour
Community house directors	125.00—175.00

2. *Pasadena, Calif.*

Administrative Department (year round)

Director	5000.00
Secretary	1800.00
Clerk	80.00 per month
Supervisor special activities	2400.00

Playground Supervision (summer, full time)

Supervisor of boys' activities	175.00 per month
Supervisor high school plunge and playground	150.00 per month
Supervisors of playgrounds	125.00 per month

3. *Evanston, Ill.*

Superintendent of recreation	3600.00
Director of men's and boys' work	2700.00
Director of women's and girls' work	2200.00
Supervisor of community centers	1700.00
Summer playground supervisors	150.00 per month
Playground directors	100.00—150.00

4. *Detroit, Mich.*

Commissioner	5000.00
Special supervisors	3000.00
Special workers	2280.00
Year round playground directors	1620.00—2220.00
Summer workers	4.00—7.00 per day

5. *Philadelphia, Pa.*

Chief	3150.00
Supervisors	2200.00
Principals	2000.00
Principals' assistants	1440.00
Teachers	1320.00
Assistant teachers	1200.00
Caretakers	1200.00

6. *Los Angeles, Calif.*

Superintendent of recreation	5000.00—5200.00
Secretary	3600.00
Associate superintendent	3800.00—4200.00 plus car and upkeep
Supervisors of special activities and technical experts	2700.00—3600.00
Playground and recreation center center directors (men or women)	200.00—225.00 month plus house
Assistant playground and recreation center directors	175.00—200.00 month
Summer playground directors and camp activities service (men or women)	160.00 per month
Substitutes summer playground directors	125.00 per month
Janitors and caretakers	105.00—135.00 month
Camp managers	200.00 per month

Vacations and Leave.

While general city procedure and charter regulations will probably affect vacations and leave, in all probability special rules and regulations will have to be adopted by the recreation board. The reason why special rules will have to be made is that Saturdays, Sundays and holidays become the very busiest days on the playground and these are the days which other employees have off. Provision should be made to meet local conditions.

Conditions Surrounding Receipt of Money.

With the growing tendency over the country for cities to operate "cost-covering recreation," the problem of receiving money becomes a very serious situation. The receiving of money will be faced in such activities as golf, camping, swimming, boating activities, and in certain instances, tennis and baseball.

All men who are handling money should be under bond. Burg-

lar insurance should be carried covering all situations where money is handled, and where it is being transported either to banks or to the city treasurer. A carefully worked-out system of receipts should be arranged with the city treasurer and with the auditing department.

Practically all cities of the country have an advisory firm which audits the city accounts. This audit is in addition to the audit made by the regular city official. The advisory auditing body should be asked to help arrange a system where its money would be safeguarded. Wherever possible, a cash register should be used and receipts handed to customers. In situations covering boating where an hourly rate is charged, "stamp watches" indicating the time of departure and return can be used.

Expenditure of Money.

All claims against the department should be worded in accordance with established rules and regulations of the city.

At least two officials should personally sign all claims. The use of rubber stamps should be discouraged.

Audits.

All cities require yearly or semi-yearly audits. This should cover both expenditures and receipts. Every consideration should be given to the matter of assisting the man in his audit. All suggestions and advice should be sought.

Requests for Appropriations.

In instances where there is not a fixed mill rate, or in cases where there is a fixed mill rate and there is provision for the appropriation of additional money for certain activities, great care should be taken in making out this request for appropriations. It should always be based upon the preceding year. Additional requests for money should be explained in terms of increased needs. Increased assistance or increased demands from various communities constitute the additional need for the appropriation.

Budget requests should always be segregated into operation and outlay; operation being money to provide for running the department as it now exists, and outlay covering items relative to new expenditures such as the purchase of land, new buildings, or extensive repairs on old buildings.

Budgeting of Money Received.

After money has been received from the city council, a careful budgeting of all money should be recommended by the superintendent and approved by the board. An example of such budgeting is given on page 206.

The budget should be checked each month to determine whether or not too large an expenditure in any particular line is being made. If there is evidence that there is not sufficient money for any particular item to last for the year, activities in that particular department must be curtailed, or money transferred from other departments where it can be spared.

The Problem of Concessions.

A problem will face every superintendent of recreation and board as to the establishment of a policy relative to concessions. In some cities the handling of the boating, golfing, lunch rooms, and other activities is given out to concessionaires. Summing up the experiences of the various cities over the country, two general conclusions may be drawn:

1. *Department Should Handle All Activities.*—The department can render a better service to the people at large by hiring employees and conducting its own activities rather than operating through a concessionaire. In the minds of the public, and in a legal sense, the city will always be responsible for results if activities are not being conducted in a satisfactory manner by a concessionaire. The criticism of the people will be directed to the city rather than to the concessionaire. A better control may be maintained and better service rendered by having all activities handled direct by the department.

2. *Granting Lunch-room Concessions.*—The only possible exception to this rule is the concession relative to lunch privileges. City rules and regulations are not well adapted to lunch-room conditions with peak loads and slack time during all days. The private concessionaire can equalize his work load much easier than can be done under the eight-hour employment rules of cities.

Full control of the eating concession may be maintained by the recreation department by inserting in the contract of the concessionaire that the eating-places must be run in an efficient and orderly manner and to the entire satisfaction of the board and the superintendent of recreation. The agreement might further state that

prices, quality of food, conditions connected with the serving of food, and all relations to the public must be satisfactory to the board or superintendent of recreation.

If any concessions are granted, great care should be taken not to authorize the installation of cheap amusement devices, regardless of the fact that a considerable income may be derived from such concessions. The public recreation department should promote activities which have permanent educational values. Educational values are not resident in amusement devices which are characteristic of our modern amusement parks.

THE HOUR-GLASS ILLUSTRATION

The Upper Half of the Hour-Glass.

Everything enumerated in this chapter represents the upper half of the hour-glass. It represents the relationship with the various governmental agencies in getting ready to assemble the staff and organize activities.

The Neck of the Hour-Glass.

The superintendent represents the neck of the hour-glass. Back and forth through this neck is a constant flow and counter-flow of relationships. (See page 186.) It is the task of the superintendent to direct this relationship.

The Lower Half of the Hour-Glass.

The program of activities, the leadership to control these activities, and all the relationships with the entire commmunity constitute the lower half of the hour-glass.

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CHAPTER XI

SUPERINTENDENT AND SUPERVISORY STAFF

It is utterly impossible to set down rules for the selection of any executive, or to set down rules relative to what an executive must do after a selection has been made.

After every rule and every possible regulation has seemingly been considered, some young Portia will rise up and say: "Tarry a little; there is something else." So there will always be something else as long as life is life.

For that reason the characteristics of a good executive embody all the characteristics of life. In life we take many rôles. At one time we are leaders and the next moment followers.

SUPERINTENDENT—THE NECK OF THE HOUR-GLASS

The superintendent of recreation is well represented as the neck of the hour-glass.

Back and forth through this neck flow the relations and interrelations of the board and the people on one hand, and the staff and the patrons of the department on the other. (See page 194.)

Some one has set down the following rules for an executive, which are very suggestive, but which do not entirely cover the situation:

1. *Plan work intelligently.*
2. *Delegate authority wisely.*
3. *Follow up* to make certain that results are being achieved.
4. *In an emergency,* be prepared to handle details personally.

The superintendent of recreation has major types of service to render.

Executive and Administrator.

In this capacity the superintendent asigns responsibility, gives direction, smooths out differences, removes obstacles, all preliminary to putting into effect policies and actually getting things done.

Director of Activities.

In this capacity the superintendent is a skilled technician in play and recreation and at the same time a professional leader of all the workers in the department.

Organizer and Promoter.

The superintendent is an organizer of community forces. He arouses the community to the needs and welds the various public, semi-public, and private agencies into a working machine to meet these needs.

What Recreation Executives Do.

The Playground and Recreation Association of America has listed forty-nine things which executives do. These may be suggestive, but they are certainly not complete:

1. *Secure largest possible* use of all regular playgrounds and athletic fields.
2. *Make sure each playground* has a capable play leader.
3. *Help train paid play leaders* and volunteers not only for work on regular playgrounds but for leadership in play activities in churches, Sunday school clubs, and homes, and with all special groups.
4. *Utilize all volunteer spare time* available for community recreation leadership.
5. *Secure satisfactory equipment* for playgrounds and make sure equipment is kept safe and in good repair.
6. *Secure school buildings* or special buildings for community or neighborhood center.
7. *Help local groups plan* activities for evening neighborhood center.
8. *Help local neighborhood groups* to relate themselves to one another.
9. *Assist individuals in localities* to organize neighborhood groups where such help is desired.
10. *Develop children's gardens* and use them to give children interest in the laws of nature and knowledge of nature.
11. *Develop play activities* to be carried on away from playgrounds.
12. *Help develop amateur baseball,* soccer ball, volley-ball, and other sport leagues and inter-group sports tournaments.
13. *Cooperate with school authorities* in connection with helping

boys and girls with school athletics, track, basket-ball, baseball, and volley-ball.

14. *Help with after-school play* on school playgrounds, if advisable.

15. *Conduct physical efficiency badge tests* for boys and girls throughout the city.

16. *Give boys and girls opportunity* for handcraft and other constructive play.

17. *Make sure that holidays* are adequately and appropriately celebrated.

18. *Plan and develop* and keep up municipal golf links.

19. *Plan special recreation* activities for adults, such as volley-ball, horseshoe pitching, bowling on the green; try to attract adults to community recreation activities.

20. *Discover volunteer dramatic leaders,* assist them to get training, and enable them to help various groups in dramatic activities and occasional pageants.

21. *Train volunteers* to tell stories on the playgrounds and elsewhere.

22. *Develop community singing* of best songs, community orchestras, and community bands.

23. *Secure training* for volunteer music leaders.

24. *Arrange for band concerts.*

25. *Cooperate in observing Music Week.*

26. *Encourage wholesome home recreation,* arrange that games be taught which can be played at home, encourage home singing, provide places where parents and children can take recreation together, offer opportunities for mothers to learn games to play with their children, and suggest play equipment for home playgrounds.

27. *Help plan new school buildings,* church buildings, and other buildings, including homes, so that such buildings shall have the greatest possible value for play and neighborhood life.

28. *Secure playgrounds,* athletic fields, swimming pools, bathing beaches, facilities for canoeing and boating where possible, and plan their development.

29. *Discover unused land,* buildings, or other resources and secure their loan for community recreation where desirable.

30. *Encourage formation* of neighborhood tennis clubs and use of vacant lots for tennis courts.

31. *Cooperate in securing establishment* of Boy Scout, Girl Scout,

and Camp Fire Girl activities if there are none. If there are these activities, cooperate in securing largest possible participation for the community.

32. *Have knowledge of special recreation* activities and developments in other cities and utilize for individuals and groups in the community.

33. *Develop summer camps* for boys and for girls and for families.

34. *Assist in training boys* and girls in swimming, life-saving, and the development of aquatic sports.

35. *Develop leaders* for tramping trips.

36. *Develop leaders* for nature study.

37. *Provide places for* ice skating in winter, by flooding vacant lots if necessary.

38. *Arrange coasting-places in winter,* if necessary by having certain streets set aside and properly guarded.

39. *Make sure there are play opportunities* for all throughout the winter months of the year.

40. *Study private agencies* to find recreation furnished, or what recreation can be furnished, and to find ways of assisting by furnishing places for games and meetings, or by providing leaders, or by helping to train play leaders.

41. *Study recreation conditions* in different parts of the city and attempt to meet any special conditions found.

42. *Give the foreign-born* an opportunity to participate in community recreation.

43. *Arrange special welcome* for new citizens.

44. *Assist orphan asylums,* homes for the aged, and other institutions to develop play programs.

45. *Make plan for continuous development* of recreation program indoors and outdoors, year round, over period of years.

46. *Cooperate with juvenile court,* police department, settlements, libraries, and various social organizations.

47. *Keep city government* and public informed as to what is being done, through newspapers, public addresses and in other ways.

48. *Work closely with the private community* recreation committee or association which is standing behind the municipal recreation.

49. *Make the goal* of the recreation program—citizenship through play and the building of the community.

What One Superintendent Says.

Mrs. Chester Geppert Marsh, Director of the Recreation Commission of Westchester County, New York, sets forth what a superintendent of recreation should know:

"To qualify for this work he should know how to organize; how to organize his activities, his office, his workers; how to organize his entire system that it may cooperate with other city departments in order that all may work together for the greatest good without duplication of effort. To this end he must of course familiarize himself with the functions of the various departments of city government. He must KNOW his city.

"He must know his city geographically, topographically, psychologically, and economically. He must know the people who dwell in the city—the various groups in which they are already organized, the civic groups, the churches, clubs, and all other definitely organized bodies; the purpose for which they are organized; how far their organization can fulfill the recreational needs, if functioning properly; how his department can help these organizations to fulfill their mission; in other words, how he can amplify their efforts instead of setting up other broadcasting stations and interfering with their vibrations.

"He must know the religious customs and the racial customs of his people, the various feast days, fast days and holidays, and see that his program does not interfere, but assists and amplifies. He should KNOW his city.

"The recreation executive should have a thorough knowledge of physical education, should be familiar with athletics and the conduct of athletic events. He should have a thorough knowledge of games for all ages and for all occasions. He should know pageantry, perhaps not in all its details, as it is always possible to employ a director who is specialized in this field, but he should at least know enough about it to know whether the one employed knows her business. This should apply to drama, to dancing, to craft work, to music and to all activities that fill or should fill the leisure time of his people. He should have the same working knowledge of all these subjects that a builder has of the various details that go into the construction of a house. The builder does not need to be an electrician, but he should know where the lights should be placed and that the people who are to dwell in the house need lights. He does not need to know how to make door-knobs and hinges, but he does need to know that doors should have door-knobs and hinges and should be made to open and close.

"In the building-up of a recreation program, I feel that we have not sufficiently stressed the cultural side of leisure-time activities. As Stevenson so happily tells us, 'The world is so full of a number of things, I'm sure we should all be as happy as kings.' And he should be able to open all avenues of joy, including the happiness of knowing good pictures, good music, and good books. To open these avenues, the superintendent of recreation needs

to know these subjects and to know how to make them available to the people. Here again he should be an amplifier for the library and the concert halls—he should help to bring these joys to the people and to bring the people to enjoy them."

Cubberley outlines the following qualities of leadership for a superintendent of schools:

"He must learn to lead by reason of his larger knowledge and his contagious enthusiasm, rather than to drive by reason of his superior power. The powers and prerogatives which are guaranteed him by law he must know how

Terracing Ground for Playground Use

to use wisely, and he should be able to win new powers and prerogatives from the board largely by reason of his ability to use them well. He must constantly remember that he represents the whole community and not any part or fraction of it, and he must deal equal justice to all. As the representative of the whole community, he will be wise not to ally himself at all closely with any faction, or division, or party in it.

"He must, out of his larger knowledge, see clearly what are the attainable goals of the school system, and how best and how fast to attempt to reach them. From his larger knowledge, too, he must frequently reach up out of the routine of school supervision and executive duties into the higher

levels of educational statesmanship. As a statesman, too, he must know how to take advantage of time and opportunity to carry his educational policy into effect.

"By conferences, public and private, with leading citizens; by talks to parents at meetings at the schools; by taking the leaders among the teachers into his confidence; by dealing frankly and honestly with the press and the public; by his own written and spoken work, especially in his annual printed reports, and by inciting others to write and speak; and by tact and diplomacy in dealing with the members of his board, he must try to develop such a public opinion that the recommendations which he makes will go through without serious opposition, and be readily accepted by the people of the community. He must remember, though, that Rome was not built in a day; that it takes a long period of education to accomplish any really fundamental reform; and that it is usually not necessary to rush important matters to an immediate consideration.

"It is now that the value of the long years of careful preparation becomes apparent. It is often said that only the man who is master of his calling, who overruns its mere outlines and knows more about the details and processes of school work, gained in the years of apprenticeship in his calling and out of the guiding educational philosophy which he has slowly built up for himself, can see ends among the means and hope amid the discouragements, and be able to steer such a course amid the obstacles and trials and misunderstandings of city school control as will bring a well-thought-of educational policy slowly but surely into reality. To such a man larger and larger opportunities keep constantly opening up ahead."

(Public School Administration, page 138.)

In addition to this I offer the following prerequisite hints:

Education and Qualifications.

Under this comes as a minimum a four-year college course, or its equivalent. A standard four-year physical education course would meet the need. In this, biology, sociology, philosophy, psychology, physiology, and subjects bearing on the growth and development of the child should form a considerable part of the courses taken. An all-round experience and training in athletics would be of value, but excellence of performance in any one type of athletics would be wholly unnecessary.

Experience.

Successful experience largely determines the question of ability. Successful experience even on a small scale would be evidence of

ability on a large scale, and successful experience on any of the following lines should be given consideration:

1. *Successful Conduct of Playground Activities for Children on a City-wide Scale.*—This would involve the program planning of the various seasonal activities, the issuance of instructions to workers, bulletins, schedules, etc.

2. *Conduct of Recreational Activities for Adults on a Small Scale or a City-wide Scale.*—This would involve the organization of activities for family units, either as segregated groups or as mixed groups.

3. *Organization of the Department of Physical Education.*—This would involve a thorough knowledge of the laws of growth and development of the child. It would involve knowledge of the physiology and psychology of the child from the age of six through the school age. It would involve the ability to formulate courses of study adapted to age needs.

4. *Training and Directing Workers.*—This work would be in the various types of posture training, corrective activities, plays, games, athletics, etc. Also any training in the drawing of plans for gymnasiums, swimming pools, play fields, etc., would be desirable.

5. *Conduct of Camps.*—Any experience in the organization and administration of camps, as relates both to supervised children's groups and to family groups, would be valuable.

6. *Management of Golf Courses, Tennis Courts, etc.*

7. *Conduct of Evening Activities for Adolescent Boys and Girls.*

8. *Organization of Industrial Activities.*—Any contacts experienced in handling industrial groups would be of great value.

9. *Ability to Work with Community-at-large.*—A considerable amount of the superintendent's time is given to contacting the various clubs in the city. These consist of improvement clubs, service clubs, Parent-Teacher Associations, civic and fraternal organizations. It is probably the best way of keeping the public informed relative to the aims and ideals of the department.

10. *Ability to Set Forth the Aims and Ideals of the Department Through Publicity Channels.*—There is considerable call from the local papers for special articles in the daily issues as well as the annual issues. Likewise there are many calls from national magazines, such as *The American City, The Survey,* and various educational magazines.

11. *Experience in the Laying-out of Fields, Field Houses, Courts, Tracks, Diamonds, etc.*—Any experience which would aid in the laying-out of courts and in relation to safety and comfort of players would be of great value. A thorough study of the direction of the rays of the sun determines the layout of baseball fields, tennis courts, handball courts, etc.

In addition to the above rather mechanical qualifications, there are of course several qualifications which would be very difficult to set forth in detail. One of these is the ability to cooperate with many different types of people and many departments. The recreation department in a city has a rather intimate cooperation with almost every other department. The cooperation with the school department and the park department is apparent. There is constant cooperation with the police department, the department of public works, the street department. There is cooperation with the health department in matters of sanitation, both in town and at the camps, in mosquito control, etc. There is cooperation with the electric department relative to upkeep of buildings. Any evidence of a person's being able to work with people on a large scale would be important.

Probably the biggest task the superintendent has is that of winning the loyalty of departmental workers. Loyalty is never won by authority. In no other department is loyalty so necessary as in a department of this sort where results are comparatively intangible. The superintendent should have authority to delegate responsibility in such manner that the one to whom responsibility is delegated will feel that that particular field is his work and will take pride in well doing. He should have the ability, first, to select assistants who have sound judgment and are thoroughly dependable, and then to be willing to consult with them on technical matters.

VIEWING THE DEPARTMENT FROM THE STANDPOINT OF THE SUPERINTENDENT

LOWER HALF OF THE HOUR-GLASS

In viewing the recreation department from the standpoint of the superintendent, the organization work falls under three headings: (See page 151.)

Mechanical Division.

1. *Upkeep*—repair of buildings and grounds
2. *Extension*—landscaping, building, engineering, etc.

Clerical Division.

1. *Department secretary*—secretary of the board
2. *Office secretary*—in charge of the office

Activity Division.

1. *Pre-school child*—the home problem
2. *School child*—the school problem
3. *Recreation*—the community problem
4. *Service*—recreation information

SELECTING STAFF

Classification of Staff.

One of the first tasks of the superintendent is the classification of the staff. That includes all the employees—mechanical division, clerical division, and operative division. The duties and responsibilities of each group of people should be clearly set forth.

The prerequisites and qualifications should be carefully gone into with the civil service board, the school board, or both. Great care should be given to the selection of the people to fill these positions. Certainly, one of the biggest tasks of the superintendent is to employ competent help.

Application Blank.

For this purpose some type of permanent application blank should be filled out. This is in addition to the application blank which will be filled out for the civil service board or the school board, because it may be necessary to make temporary appointments. In addition, this application blank makes possible a permanent file with reference to inquiries for all positions. The following suggestions are given:

RECREATION DEPARTMENT
CITY OF ———

APPLICATION BLANK

Date.....192..

NAME..... AGE.....

ADDRESS..... PHONE NO.....

POSITION APPLIED FOR .....

ARE YOU A CITIZEN OF THE UNITED STATES?.....

Of What Schools or Colleges Are You a Graduate? (If not a graduate, state how long in attendance).....

.....

.....

.....

Have You Taken a Special Course of Training for Playground Director? .....

Do You Hold a Teacher's Certificate?.....

Experience:

On Playground .....

In other work with children.....

General .....

Which of the Following Subjects Can You Teach? (State yes or no)

Kindergarten, including
- Games .....
- Story Telling .....
- Use of Sand Box .....

Ball Games, including
- Baseball .....
- Basket Ball .....
- Volley Ball .....
- Miscellaneous .....

Use of Gymnasium .....

Free Games, including
- Running .....
- Circle .....
- Singing .....

Gymnastic Drill .....

Folk Dancing .....

Manual Training, including
- Basketry .....
- Raffia .....

Music .....

Are You Familiar with the Following? (State yes or no)

First Aid to the Injured.....

Organized Athletics, including
- Leagues .....
- Track and Field Events.....
- Teams .....

General Recreational Activities including
- Clubs .....
- Dramatics .....
- Neighborhood centers .....
- Social and Settlement Work.....

References:

Names	Addresses
1.....	.....
2.....	.....
3.....	.....

A reference blank of the following type should be sent to each of the applicant's references.

RECREATION DEPARTMENT
CITY OF ———

.....

.....

.....

.....

....., who is an applicant for a position as PLAYGROUND DIRECTOR in the ——— Recreation Department, refers to you as one capable of giving information in reference to h..... qualifications, reputation and ability. Any information given will be treated with strict confidence. May I ask you to answer on the following form.

Very respectfully,

Supt. of Recreation
By.....

1. ABILITY AS A PLAYGROUND OR RECREATION DIRECTOR:
   In what activities best?
   Skill as instructor: Exceptiona., good, ordinary, poor (Underline)
   Success as a disciplinarian: Exceptionally good, fair, poor (Underline)
   Relationship between applicant and the public:
   Cordial, sympathetic, cold. (Underline)
2. PERSONALITY:
   Appearance: Energy:
   Temperament: Well poised, appreciative of humor, excitable, irritable. (Underline)
   In general culture do you consider applicant average, above average, or below average. (Underline)
3. HEALTH:
4. CHARACTER:
5. Has the applicant ever left or been removed from any position either because of poor work or inability to get along with others?
6. On what acquaintance have you based your opinion?
7. Please state any reason known to you why this applicant should not be employed as a Director by the ——— Board of Playground Directors.
8. REMARKS: Special points not covered by the above, either for or against the applicant.

.....

.....

.....

(Signed).....

(Address).....

Temporary Appointments.

It may be necessary to make temporary appointments between board meetings, in which case these appointments should be confirmed at the following board meeting as well as by the civil service board or the school board.

Final Appointments.

Final appointments should always be made after proper certification by the civil service in case the department is working under civil service rules. Before a final appointment is made, it is the duty of the superintendent of recreation to see that the new employee understands all the conditions relative to his employment. It is very easy to make changes in procedure when new people come into the department, if all the conditions are made known. It becomes very difficult, however, to make changes in procedure after people have been in the department for some time and their ways of acting have become more or less set.

The probation period should be a period in which there is a careful check-up on all the work of the employee. The employee should know that he is serving a probationary period. It is a period in which the employee should be not merely watched but helped.

RESPONSIBILITY OF SUPERINTENDENT

For all of the detail enumerated in the above paragraphs and also those that are to follow in Chapters XII, XIII, and XIV the superintendent is responsible—and yet must not be a part of. Everything that has been enumerated here is a *means, not an end.* The efficient organization of the department will place your "automobile on a paved road," but you have not yet travelled toward your destination.

By caring for the organization, you are ready to start, "your machine is purring" the paved road is ahead, and progress will be rapid.

This half of the hour-glass, namely, the department staff, is the half for which the entire organization exists. (See page 194.) It relates not only to the staff of the supervisor, but also to all the playground directors, to every boy and girl or adult in the community. All the intangible qualifications of leadership must here be united in the personality of the superintendent.

Duties of Supervisors.

The duties of the superintendent and his supervisory staff very definitely are: *to inspire, to encourage and to lead, not to spy upon, to pick at, or to discourage.* The supervisors must be experts, with ability of leadership, who have special training and special knowledge relative to certain activities. This ability must be judged by the ratio in which they make their service invaluable to the workers.

The staff of the superintendent represents the firing-line, and all the people in the positions named up to this time represent the line of communication. The most important task in administration, therefore, becomes the selection of a staff, and this must be done with great care.

Selecting the Staff.

Boldness should not be mistaken for ability, or familiarity for personality, or flattery for diplomacy. On the other hand, quietness should not be mistaken for lack of initiative, or calmness for lack of knowledge. Because a girl can play baseball, run, take the hurdles, slap the boys on the back and "outboy" them, do not think she is going to last very long with the boys or girls. This type of person "goeth forth on horseback bright and gay, but cometh back on foot and begs his way." I personally have never known a girl of this type to make good over a period of years. Expect girls to be girls and they can yet win their leadership even among boys.

The recreation department has for sale *service.* If people receive it, they will return as they do to a good restaurant, garage, shop, or store. If parents feel that their girls are better for being on the playground, they will tell it.

Regardless of publicity, printed pamphlets and much noise, unless you are delivering service, the work is a "flash in the pan."

TO THE SUPERINTENDENT

The Superintendent Surrounds Himself with Able Men and Women.

A superintendent may be able to buy eight hours of an individual's time per day, but he can not buy service-plus, which is absolutely required to win any cause. That particular service-plus may be earned.

Give Responsibility to Those About You.

It is assumed today in too many places that the principal business of individuals is "to get" money, material, goods. Yet I want to

propound to you a deeper principle of psychology. While superficially we all want "to get" somewhere, within the depths, if properly brought out, there is a stronger impulse to want "to give."

One may be unable to get, throughout a lifetime, much of material value, yet be happy. Yet few people care to live beyond the place where they feel that they are of some help to some one or to some cause. Everyone wants to feel that he has responsibility and that some little wheel in the universe must be turned and no one else can turn it but him.

With those about you—be broad, never fail to see another's viewpoint. Don't demand that everything be done just your way. Encourage a frank exchange of opinion. Don't encourage the "yes, yes, chorus." Have people about you whom you can praise ninety-nine times to every one time it is necessary to censure. If you have to censure people more than that, then you had better get a new staff.

Encouragement will get the best out of people. Emerson said, "Men thought me greater than I was until I became as great as they thought me to be." We all fight to live up to expectations. Never go over the heads of assistants—go through them. Never humble or humiliate anyone in the presence of others. You will never be forgiven. "Do as you would be done unto."

Be Proud of Your Work.

If you do not believe you have the most important job for you in the city, above the banker, baker and butcher, get out into one of their professions.

Be Enthusiastic and Radiant.

If you don't leave the office in the evening looking forward to the opening of work the next day, you are in the wrong work.

Keep Forging Ahead.

Some one has said, "The training for one's job begins when the job begins." Few people are ever trained with a particular position in view. They just forge ahead. Keep yourself in the environment of the best books on your subject, the best-informed men and women in this profession. Attend gatherings where like-minded men and women gather. Look forward to new projects. Look forward to additional training. Appoint yourself some big task each year—tell all your friends about it and then you will not be

able to back out and be a quitter. Remember that where growth stops, decay begins, whether applied to physical, mental, or spiritual life.

Be Trustworthy.

Be known for the ability to finish what you start. How many times each year have you gone over lists of men's names in your city? You know the comments: "This individual will put it over"; "This individual will promise in order to secure a place on committees for important service and never work"; "This individual is a quitter." Your name is on that list. What do they say when you are not there? Being dependable requires one to be neat in appearance—clean of purpose—willing to give time and effort lavishly—"Wear out rather than rust out." But take time to practice your own doctrine.

The prophets said, "Our work is here—our reward is ahead of us," but today we say, "Our reward is here—our work is ahead of us."

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CHAPTER XII

CLERICAL DIVISION

Under the clerical division come two very distinct types of work; namely, that of the department secretary and that of the office secretary. (See page 166.)

DUTIES OF THE DEPARTMENT SECRETARY

The duties of the department secretary center around the business management of all phases of activity. Many times the offices of secretary and superintendent are combined. This will likely be the case in all small cities. It may be the situation even in large cities, in which event an assistant secretary is appointed to actually handle the business detail.

If the latter situation obtains, a thorough understanding as to the duties of the secretary is essential, for this position carries with it the duties involved in the position of secretary of the board. There should be no confusion as to the duties of the secretary of the board and the duties of the superintendent.

The secretary of the board simply does the clerical work involved in putting into effect the business of the board, as set forth in the official minutes of the meetings. The superintendent, while also guided by the official minutes of the board, is the expert adviser of the board. The superintendent recommends policies, is left great latitude in connection with putting policies into effect, and is the superior officer of the entire department, including the work of the secretary. For full discussion of this see page 198.

In cities where there has not been a thorough understanding relative to the duties of these two officials, there has inevitably been friction. There is no way of avoiding friction if there exist side by side two coordinate officials. Only by giving the superintendent full authority can he be held responsible for the results. Once charged with full responsibility, there is but one official to whom everyone can look for an explanation for any department activity.

That responsibility is placed squarely on the shoulders of the superintendent of the department.

The department secretary, as we will call the secretary of the board, should relieve the superintendent of all the business detail. The superintendent should place upon the shoulders of the department secretary more responsibility than upon the shoulders of any other of the department staff. He should sit on the council of the superintendent and be his chief adviser in all matters relative to financial transactions.

This secretary should write the minutes which contain the official acts of the board; present the same for approval at the following meeting and carry out any business of the board detailed to him through official acts.

The board should look to this official for the detailed statement of yearly expenses upon which the next year's budget is to be based; for proper handling of all finances; for cost estimates; for the preparation of bids, specifications and contracts; for the purchase of supplies and the care and distribution of them.

Putting into effect business details as above enumerated would be the duty of the secretary after the policies had been recommended by the superintendent and approved by the board.

Cubberley summarizes an identical situation relative to the superintendent of schools and the business departments:

"If the superintendent of schools is worthy of his place, he will know as much or more about those needs of the schools which must pass through the business department as does the business manager, and the importance of making the superintendent the executive head of the entire school system, with coordinating power over all departments, subject always to appeal to the board in case of fundamental disagreement, will be apparent. The superintendent, more than anyone else connected with the school system, is interested in and responsible for the welfare and the success of the schools in the community, and the executive head of every department in the school system should be under his ultimate authority and control.

"In most matters, of course, a superintendent fit for his position will allow department heads large liberty of action, but in matters where the advice of the superintendent should prevail he should be given authority to see that it does so. It will be conducive to the peace and harmony and progress of the schools if it is clearly stated in the rules and regulations of the board that this is so."

(Public School Administration, page 380.)

A rather full statement of the duties of the secretary are here quoted from the By-laws of Birmingham, Alabama. (See page 530.)

"The Secretary shall be a person not a member of the Board, and shall be elected by the Board and shall hold office during the pleasure of the Board and at such salary as the Board may fix. The Secretary shall not be elected unless all members of the Board are present at the time of voting, or unless a majority of the Board are present and voting after all members of the Board have been notified that at said meeting a Secretary would be elected. The Secretary shall have custody of the corporate seal and of the books and papers pertaining to the office, and shall attest and affix the corporate seal to all instruments requiring such action when authorized by resolution or vote of the Board. The Secretary shall attend all meetings of the Board and keep a full and true record of its proceedings. The Secretary shall keep accurate records and books of account, and shall prepare annually a full and detailed report of the acts and doings of the Board, together with a complete itemized account of all receipts and disbursements of money. The Secretary shall keep the original or true copies of all necessary accounts and vouchers, subject at all times to the inspection of the members of the Board, and shall make report to the Board every month or as often as desired by the Board, showing the amount of money on hand, the receipts and disbursements since the last report. The Secretary shall receive and conduct the correspondence of the Board, issue all official notices and prepare all papers and reports for the meetings of the Board and for committees. He shall be responsible for the tools, implements, and supplies held in store, the accuracy of the accounts of the storekeeper and the maintenance of inventories of supplies received and used. He shall be held responsible for the economical purchase of all supplies and materials received and for satisfactory competition in all purchases. It shall be his duty to see that no purchases are made on requisitions for materials, supplies, tools, implements or other property, the cost of which will exceed one hundred dollars, without bids being taken thereon, the bids to be submitted to the Board before the contract is awarded. It shall be his duty to supply properly, either from the storehouse or by purchase, any materials, tools, implements of supplies needed by the different park employees in their work. Purchases are to be made only on properly prepared requisitions authorized by the Board. It shall be his duty to examine the proposals received on advertisements for purchases, and to give to the Board his recommendation as to the character and value of the work, material and implements offered in the proposal. He shall also perform the duties of purchasing agent, and in that capacity shall, subject to the action of the Board, have charge of the purchase of all materials, tools, implements and supplies. The Secretary shall give bond in the sum of not less than five thousand dollars, with surety to be approved by the Board, and shall give full time to the duties of the office, at the office of the Board in the City Hall. All calls for meetings of standing committees

or special committees shall be issued by the Secretary upon request by the Chairman of the Committee."

A number of the duties as here outlined require further treatment because of their importance.

REQUESTS FOR BUDGET

The secretary of the department should be responsible for the detailed preparation of the budget after the superintendent and his council have indicated the items to be placed in the budget and the same has been approved by the board.

APPORTIONING THE BUDGET ALLOWED TO PHASES OF DEPARTMENT ACTIVITIES

After the budget has been determined for the year, careful plans must be laid as to how this money is to be spent. There will be set expenditures, such as insurance, postage, operation of automobiles, printing, laundry, water, light and power, that will have to be cared for. Amounts will have to be set aside for the conduct of activities. Many of these items can be based on the expenditures of the past year.

It should be the duty of the secretary to indicate month by month the standing of the budget items. If there is indication that certain estimates will not be sufficient for the year, activity in that field will have to be curtailed or money will have to be transferred from some other part of the budget.

The following form indicates how this budget may be set forth. This report is for the month of February; column I indicates the appropriation for the year; column II indicates the status on February 1; column III indicates the amounts spent in February; and column IV indicates the status of the budget on March 1. Italicized items indicate amounts that will not be sufficient to carry on the activity until the end of the year. (See page 206.)

Insurance—Fire.

The secretary should be responsible for the placing of all insurance. A responsible firm of appraisers should appraise all property and prepare a full inventory of all furniture and equipment within the buildings. Pictures of the buildings should be taken. All of this material should be filed to be used in case of need.

RECREATION DEPARTMENT, CITY OF_____

BUDGET REPORT, MONTH OF FEBRUARY, 19__

	I Appropriation, November 1	II February 1 Balance	III Expended, February	IV March 1 Balance
Athletic supplies	$2,250.00	$1,409.39	$367.15	$1,042.24
Water, light, power	2,000.00	802.18	219.91	582.27
Insurance	500.00	172.10	10.00	162.10
Miscellaneous supplies	1,000.00	841.71	53.73	787.98
Fares, travel expenses	150.00	*27.32*	13.25	*14.07*
Operation, autos	2,725.00	1,976.09	233.08	1,743.01
Telephone and telegraph	60.00	48.84	1.48	47.36
Postage	200.00	163.00	10.00	153.00
Laundry	720.00	579.04	34.93	544.11
Tools	200.00	200.00	15.00	185.00
Printing	500.00	475.15	.....	475.15
Costumes	225.00	48.01	11.80	36.21
Office equipment	60.00	*26.50*	.....	*26.50*
Photos and films	175.00	111.70	5.10	106.60
Pageants, meets, etc	1,475.00	149.53	.....	149.53
Janitor supplies	75.00	*6.60*	10.23	*00.00*
Fuel	250.00	198.03	.....	198.03
Miscellaneous expense	925.00	848.45	59.76	788.69
Repairs, buildings	1,500.00	729.36	149.24	580.12
Repairs, equipment	750.00	265.88	72.21	193.67
Community house games	250.00	226.81	.....	226.81
Unappropriated	550.00	550.00	.....	550.00
Payrolls				
Administration	17,025.00	11,378.50	1,884.00	9,494.50
Mechanics and caretakers	19,000.00	11,617.00	2,260.00	9,357.00
Directors, municipal grounds	19,065.00	13,252.13	1,926.98	11,325.15
Directors, school grounds	7,570.00	4,703.50	452.75	4,250.75
Costume room	1,350.00	891.50	140.00	751.50
Total	$80,500.00	$51,577.48	$7,930.60	$43,646.88

Insurance—Public Liability.

If the department is operating any activity for profit, public liability insurance should be carried. (See page 99.)

Insurance—Fire and Theft on Automobiles.

The city should carry fire and theft insurance on all automobiles

owned by the department. Public liability will have to be carried by the individual drivers. (See page 98.)

Insurance—Theft.

If the department is conducting revenue-producing activities, there should be insurance to cover the storage of money at the place where it is collected as well as to cover the transportation of the money to the city treasury.

There may be other types of insurance which will be needed to cover emergency situations. The carrying of insurance tends to show due care on the part of the employee and thus partly relieves one of individual responsibility.

Purchases.

The secretary should have charge of all the purchases of the department. Material may be purchased either through the purchasing office or direct, but the process would be the same. A description of the purchase must be made up in the form of a specification, bids must be prepared if the amount of money involved is over the maximum amount specified by charter whereby material may be bought on a non-competitive basis. This maximum amount varies. In some cities it is $50 and in others it is $500. Where there is competitive bidding, contracts must be drawn up and bonds must be posted for faithful performance of duties.

Payroll

The make-up of the payroll should be in the hands of the secretary. All time slips should be approved by the various heads of departments, and in certain instances by the superintendent or his assistants. The make-up of the payroll involves keeping a number of other records as follows:

1. *Leaves.*—A careful record must be kept of all leaves of absence with or without pay. Certain cities grant certain leaves with pay.
2. *Vacations.*—A full record of all vacations should be kept.
3. *Sick Leave.*—All leaves on account of sickness should be recorded. Most cities allow a day a month for sick leave with pay. Longer sick leaves should be treated in accordance with local rules.
4. *Workingmen's Compensation.*—In states where there is a

workingmen's compensation law a careful record should be kept of all accidents to employees and the amount of time off duty.

Approval of Requisitions.

The department secretary should approve all requisitions from the standpoint as to whether or not money is available for such use. This is determined by the status of the detailed budget, an example of which is given above. For this approval the secretary should have a stamp

APPROVED as to MONEY AVAILABLE IN ACCOUNT

If no money is available and the particular item is greatly needed, it will be the responsibility of the superintendent to transfer a sufficient amount from some other account.

Should Certify to Receipt of All Goods.

The secretary should also have a stamp of the following type to place on all bills before they are presented to the board for payment.

GOODS RECEIVED in STOREROOM ..... Name of Receiver

Budget to Individual Playground and Recreation Center.

The department secretary should also be in charge of the budget for the running expenses of various playground and recreation centers. The exact amount, however, which would be allotted to each center would be a matter of decision by the superintendent and his council. The department secretary should keep the centers informed from month to month relative to their budget allowance. This monthly financial statement would give each director an idea of the extent to which he was keeping within his budget.

Monthly Income Report.

A monthly report on all income should be sent the superintendent in order that he may in turn report the same to the board. Institutions such as golf courses, swimming pools, and camps should have all their receipts and expenditures summarized in this manner. If there is an accumulative deficit or surplus for the fiscal year, it should be carried along from month to month to show on the report not only the exact situation for the month, but for the year. (See page 206.)

The Storeroom.

All storerooms where supplies are kept should be in charge of the department secretary. This will involve the responsibility of checking-in all new purchases and of filing of all requisitions for supplies which are sent to the various activity centers. There should be a supply storeroom in which all standard material would be stored.

Filling of Requisitions.

Provision should be made for the filling of requisitions. The storeroom should contain all the standard types of balls, bats, and athletic equipment. In addition, there should be on hand stop-watches, fifty-foot tapes, repair kits, including needles, thread, wax, rubber cement, shoestrings and rawhide strips for lacing, inflators, volley-ball nets, tennis-ball nets, rubber home-plates, paper cambric (two colors) for the purpose of making sashes to indicate teams, white-line markers, cold-water paint for marking, brushes, quoits, horseshoes, eight- and twelve-pound shot, discs, starting-guns, whistles, megaphones, score books for games, rule books, and various other type of supplies as given in detail on page 269, Chapter XVII.

Supplies for Small Children.

For the small children on the ground there should be "bad-weather supplies" such as bean-bags, jacks, jack-balls, bounce-balls, blunt scissors, and table games.

There should be a full supply of first-aid material, including bandages, adhesive tape, mercurochrome, and any other emergency material.

All this material should be kept in the storeroom. It saves time in filling orders, and saves money because goods can be bought at wholesale.

Repair of Supplies.

Special arrangements will probably have to be made for the repair of supplies, such as the sewing and stitching of balls. A number of methods have been used in various cities. One plan has been to send all the material into the main office and have the items sent out in relatively large numbers to one central repair place. There are several objections to this plan. The most serious objection is that it is very difficult to have returned to the playground the particular item of supplies which was sent in. Even if it is returned, it will surely take several weeks or a month. In some cases directors have not wanted to send material in to be repaired in this way, because when operating upon a very close budget they have not been willing to take the chance of not having the material returned. This plan, however, will likely have to be followed in the repair of such items as tennis rackets.

A better plan for the repair of supplies would be to have some member of the mechanical force at the shop do this work. However, where there is not enough repair work to keep one man busy, it is difficult to find other tasks for him to do in order to make a full-time job.

Probably the best plan is to allow each ground a "repair fund" and let them have the balls repaired at some local harness shop or shoe repair shop. This, on the whole, works out very satisfactorily. Balls may be left at a local shop one day and picked up the next. There is no question as to whether or not the playgrounds have all balls returned to them, and it is no more expensive than either of the other methods. Arrangements of repair allowance and approval of repair bills should be the task of the department secretary.

Inventory.

At the close of the fiscal year a full inventory should be taken under the general supervision of the financial secretary and made in the form of a report to the superintendent, and he in turn can forward it to the board.

The inventory should take into consideration supplies on all grounds, storerooms, shops, offices. So far as supplies are concerned, it should be the basis upon which the following year's budget is made out.

OFFICE SECRETARY AND STAFF

The office secretary would probably also be the private secretary to the superintendent, and should have full charge of the office work,

outside of the duties outlined for the financial secretary. This work includes the handling of correspondence, and the preparation of reports and bulletins, together with the many details that must be handled in a well-ordered office. This would, of course involve a complete filing system so that the material would be available at any time.

The office staff has two very important duties in addition to the clerical responsibilities, the importance of which has been overlooked in many recreation offices as well as in other municipal offices. The duties referred to are the answering of the telephone and the meeting of the public.

Answering the Telephone.

There is no more important member of the staff than the girl who answers the telephone. At best the telephone is impersonal; at worst it is positively irritating. The gruff "What do you want, and whom do you want to see?" cuts deep. Of course, the public should say: "This is Mr. So and So, and I would like to talk with some one in the department about so and so," but the public does not do that, and we must assume that the public is right.

Put yourself in the other person's place and you will realize why we so resent people trying to find out about our business. This is well established in a Yankee story which I have told many times. It is a story of a man who was persuaded by his neighbors to take some of his sweet corn to town to sell. He did so, taking a sack of corn into town one day, and to the surprise of his neighbors returned with the same sack of corn over his shoulder. His neighbors asked him: "Why did you not sell your corn?" and he replied: "Only one person asked me what I had in the sack, and I told him it was none of his business."

People calling over the telephone should be treated with the greatest consideration, for the reputation of the department will depend in no small degree upon this telephone contact. The telephone operator should be carefully selected as to her ability to be calm under strain. She should have a low voice, which over the telephone is much less irritating than a high-pitched voice. She should, of course, be very tactful.

Meeting the Public in the Office.

To a large extent the same qualifications are needed by the girl who meets the people at the counter. This girl should be pleasant;

not with a put-on smile which shouts: "I do not mean a thing of what I am saying," but with a pleasant businesslike attitude. The impression should be given that she is glad that the person has come into the office and it would be a pleasure to serve him.

May I venture to say another word about these girls who assist in the office? They are not "just clerks." They are a vital part of the organization, and many impressions—good or bad—are received from them. I am a bit conservative probably in saying that these girls in their business capacity should dress inconspicuously. From this same standpoint I do not wish to have men smoke while they are making contacts with the public. In neither of these cases am I making argument on a moral issue, for the whole situation would be exactly the same if the situation involved gum chewing.

OFFICE SHOULD SERVE AS TELEPHONE EXCHANGE

The office secretary and her staff, in addition to meeting the public and handling the telephone, literally become to the department what the telephone operator becomes to a telephone system. Calls for information come in and the office plugs the calls into the right line where information may be obtained. Some one wants a permit to play tennis and it is through the medium of the office that permits are issued and the connection is established with the person in charge of the tennis court.

The following are only a few of the many ways in which the central office force acts as an exchange.

Permits.

The mechanics of issuing the permits will be the task of the office force. The policy of issuing permits is discussed on page 347. Here are enumerated some of the possible types of permits:

Baseball
Field houses
Auditorium
Fireplaces
Tennis
Picnic grounds
In-town camps
Out-of-town camps
Golf

This list will be enlarged as the service to the public under this plan is enlarged.

Loan Blanks.

The office will have charge of all material given out by means of loan blanks.

These loan blanks should be made out in triplicate; one copy to be retained by the office, one copy to be retained by the borrower, one copy to be retained by the person from whom the loan material is received. Policy as to what type of material could readily be loaned will be discussed on page 234.

PUBLICITY MATERIAL

All publicity material should be handled through the office. Some one particular person should be charged with this responsibility. If there are news releases, sufficient copies should be made for all papers and should be available for all papers at the same time. This does not mean that there will not be times when special articles may be written for one paper only.

Reels, Slides, Lecture Material.

All moving-picture reels, stereopticon slides, pictures and printed material to be used in connection with lectures, demonstrations and exhibits should be placed in the hands of the office force. Regular schedules can thus be made for them which will avoid conflicts when several members of the department may want to use this material.

Cuts, Plates and Halftones.

All cuts which have been used in various types of department bulletins should be carefully filed in order that they may be available when needed.

Pictures and Plates.

All pictures which have been taken for the department should have an original pasted in a book or in a file marked "office copy," so that it will not be disturbed. Arrangements should be made to have all original plates from which pictures are taken filed in the office. As a matter of courtesy it would probably be a good policy to have all reprints made by the person who took the original picture. This, however, is not necessary, as the cost of the first picture includes the cost of the plate and the plate actually becomes the property of the department. If these plates are not filed in the office, valuable pictures become lost, because from time to time commercial photographic establishments change hands or go out of business entirely, or destroy old plates.

The Department Should Take Pictures.

Where convenient, it would be proper to have a person in the department equipped to take pictures. This would insure not only having the plates properly preserved, but it would guarantee a type of picture better than that usually secured through the average newspaper photographer.

"Work-Kits" for Play Days and Track Meets.

Complete "work-kits," including official badges, stop-watches, tapes, megaphones, pens, paper, clips, thumb-tacks, chalk, safety-pins, together with the special athletic equipment needed, should be in charge of the office staff and issued on loan blanks.

Information Material.

All material which would throw light on any information which might be asked, should be available to this office group. This would include the schedule of all leagues, tournaments, track meets, and play days. It should also include information relative to postponed games, tie games, forfeit games, and protests.

The office force should have clearly in mind all the rules and regulations of the department, including opening hours, closing hours, ways to proceed in connection with sick leaves, vacations, and emergency calls to be absent from the ground.

The office force should have information at hand relative to the size of all courts. This should be made out in the form of blue-prints posted upon the bulletin board. (See page 274.) This includes such items as the size of tennis courts, volley-ball courts, and croquet grounds, and other information which will naturally be asked of a recreation department. The office force should also have at hand all the information about back-yard playgrounds; how to go about equipping a yard; what to put in the yard; and the type of help which the department is willing to give.

Lists of Hikes and Picnic Places. Etc.

Lists of hikes, fireplaces, picnic grounds, and camps should always be available. The office force should have at hand at all times lists of speakers who would be willing to go to the improvement clubs, civic meetings, and parent-teacher associations for the purpose of keeping the public informed as to what the department is doing and is willing to do.

All of the above is merely suggestive. It cannot be inclusive. Enough, however, has been said, I trust, to show that the office force must be the "go between" which connects the communnity at large with the various employees of the department.

Upon the efficiency of this work depends to a large extent the quality of service which the department can render to a community. To render this efficient service it is necessary for the office to be equipped with all of the modern devices which will assist in rendering the service. It also becomes obvious that no office force can render service unless they are exceptionally high-grade people thoroughly interested in the type of service which they are rendering.

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CHAPTER XIII

MECHANICAL DIVISION

The mechanical division does not consist merely of a group of "day laborers." Each man is an intrinsic part of the department.

I have many times said that I could take the chief mechanic and the office secretary in a department in which I worked for many years, and set up a playground on a desert and have it filled with children. This is, of course, exaggerated, but the importance of those people is illustrated.

The mechanical staff will probably consist of two groups of people—the upkeep staff and the extension staff.

Upkeep Staff.

The upkeep staff will consist of a group of skilled laborers together with caretakers on the various playgrounds. I once asked one of the best foremen I have ever known in his particular line how many union cards he would have to carry if he had to have a card for each type of work he had to supersive. After pondering over the situation for several weeks, he responded that he would have to carry about forty. The skilled work which must be done in an emergency consists of carpentry work, stone masonry, bricklaying, plumbing, electrical work, sewer fitting, and so on down the list.

Extension Staff.

The extension staff will vary with the type of work contemplated, the size of the city, the size of the budget, etc. It may consist of engineers, architects, landscape architects, and city planners with an entire supporting staff.

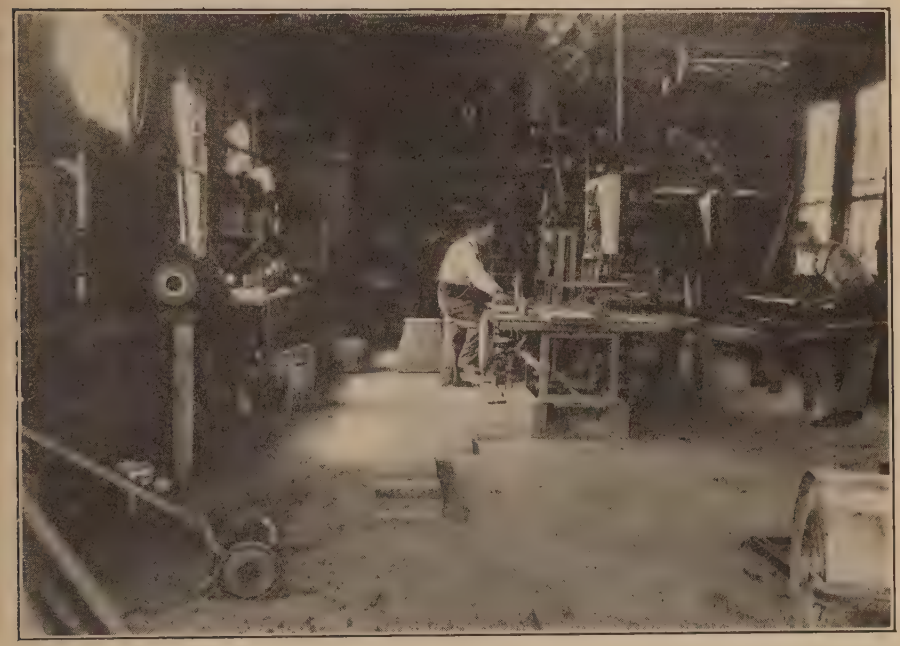
An excellent manual is now in process of preparation by the Playground and Recreation Association of America which treats in a most comprehensive manner the layout and equipment of parks. It is not the function of this book to treat of the layout of parks.

The Storeroom.

The department should have a well-equipped storeroom where various types of properties could be kept, pending the time for their use.

The Shop.

This department should have a well-equipped shop where repair work of all types could be carried on. The shop should have elec-



Recreation Department Repair Shop
(Equipment Selected by E. L. McAdams)

trically operated band-saws, sanders, planers, shapers, lathes, drills, etc. It should also have a forge.

This shop supplies many needs. In the first place, a great amount of money is saved in the repairing of the equipment. It becomes an important item not only of economy but also of safety, as all apparatus can be kept in good repair. It makes an excellent place for rainy-day work, this being another element of economy.

I should say that no department could be run without a well-equipped shop manned by a competent group of men.

Caretakers.

The caretakers in the various yards do not have to be skillful in particular lines, but, on the other hand, they must be carefully chosen. They are not "just caretakers"; they are representatives of the department who come in contact with the public and can be of great service. They should be men of character, who can take temporary supervision of the playground during the absence of the directors and in the morning period when the directors are not on duty. The primary work of the caretakers is to see that the buildings and grounds are kept in a sanitary and attractive condition. To the caretakers should also be delegated the responsibility of the weekly inspection of all apparatus. If the caretakers are made to feel the importance and dignity of their work, they will take a great pride in the care of their grounds.

It is highly important that all the caretakers and skilled workmen should be an arm of the superintendent's office rather than having the caretakers report to one department and the directors on the playground report to another.

Repair Work.

The mechanical division should be equipped to do repair work of all kinds. There should be a central headquarters where some one would be on call in case of a broken water-pipe or some other emergency that requires immediate attention.

Picnic Grounds and Fireplaces.

The men in this arm of the department should be able to construct the tables and the benches as well as the fireplaces for the various picnic grounds and the in-town camping places.

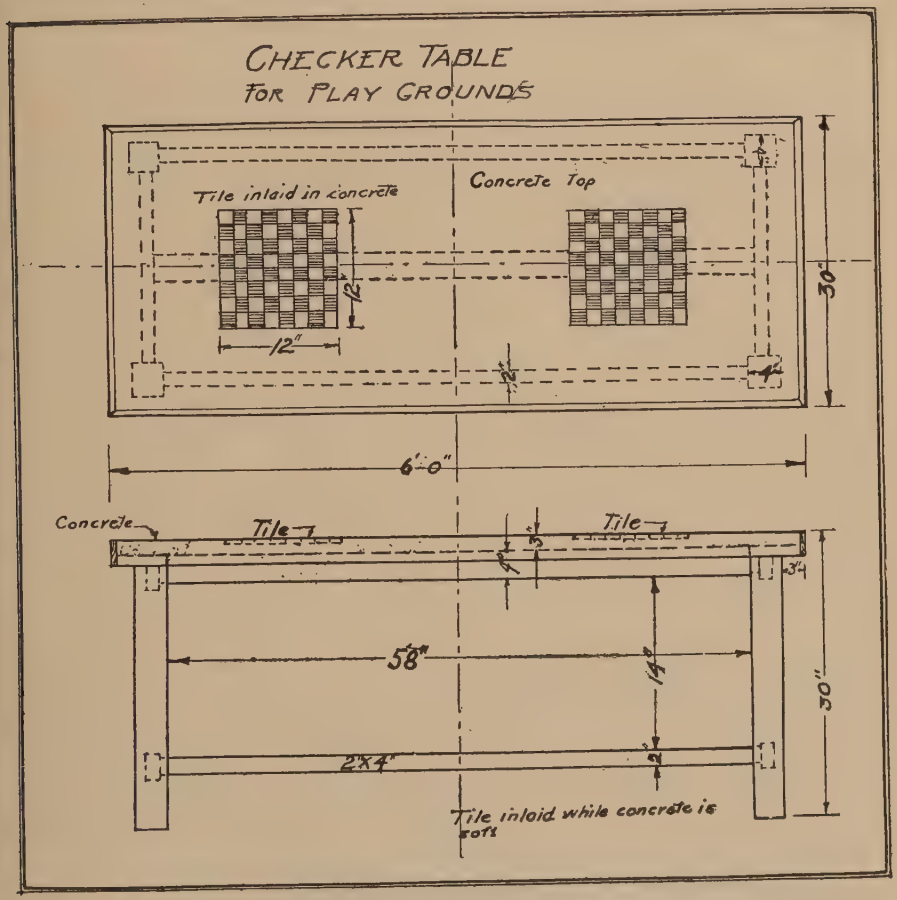
Camps.

It would be almost impossible to build or operate a camp without a well-organized mechanical staff working with the superintendent.

There is scarcely any of the work about a camp, from the building of the mess-hall to the fixing of the roads, that the mechanical staff cannot do. There is a great advantage in doing the work this way as compared with contract work. In the first place, it is much cheaper, and in the second place, changes in the plans can be made more easily as the work advances.

After the camp has been built and equipped, there will be yearly much work to do by the mechanical staff. Repairs will have to be

made. The camp will have to be closed at the end of the summer. At this time great care will have to be taken, especially if the camp is in a cold country. In this case water-pipes will have to be drained, lavatory and washroom connections will have to be taken apart. Roofs may have to be braced against the snow. The mattresses will



CONCRETE PLAYGROUND CHECKER TABLES
(Designed by E. L. McAdams, Oakland, California)

have to be carefully put away to protect them from the damp as well as from the mice and the wood-rats. The same will be true for the tents and the blankets. Cots will have to be repaired, as will boats, canoes and other pieces of equipment.

Thus, in innumerable ways will the mechanical staff be the "right arm" of the superintendent. For that reason it is highly important

that the foreman of the mechanical staff and his assistants be high-class men. There is no more important link in the entire recreation department. In addition to this, it is essential that these men be made to take pride in their work. This will come by having the men feel that they are not only taken into the *plan of the department,* but that they are taken into the *planning of the department.*

Plans for Track Meets and Play Days.

Few people realize the importance of having the field ready and the courts and running-tracks all in shape for the special events. These things are just taken for granted and are noticed only when they are not taken care of properly.

At track meets, lanes will have to be marked, the sand will have to be provided, pits will have to be taken care of, hurdles, and jumping standards will have to be placed. After a meet, all these portable pieces of equipment will have to be removed to a place of safety. Even after this, it is possible that the ground will have to be marked for the baseball game of the following day.

The same situation holds for the play days. Courts will have to be marked, the piano put in place, possible dressing-rooms will have to be provided. All of this can best be handled by the mechanical staff, which has the men who understand the work and the truck with which to do the work.

May Days and Outdoor Pageants.

When large affairs are given out-of-doors, careful plans will have to be worked out for both the participants and the spectators. Dressing-rooms may have to be erected, drinking-fountains may have to be installed, and if the performance is removed from field houses, as it many times is, emergency lavatories will have to be installed.

May poles will have to be erected; chairs, benches, and even bleachers may have to be provided. A stage may have to be built and a background arranged. Stage scenery may have to be built or brought from the storeroom.

Caretakers and Playground Directors Both Report to Superintendent.

Departments have been organized in many parts of the country where the recreation department has assumed full charge of all the activities of the city and the park department has assumed full

charge of all the landscaping as well as the upkeep of the grounds. This is a fine plan, with the exception of the upkeep of that particular portion of the park that has to do with activity. The playground director will have to be held responsible for the full conduct of the playground. This he cannot do if there is the least bit of friction between himself and the caretaker. If they have different men to whom they report, friction is courted and is usually very evident.

What courts are to be marked today, the care of the sand in the sand-box, the arrangement of the picnic tables, the sweeping of the tennis courts, and the inspection of the apparatus are all so closely tied up with administration that they must be controlled by one man.

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CHAPTER XIV

ACTIVITY DIVISION

Under the operating division come all of the actual activities for which the department exists. In a well-organized program there will be many phases of this division.

Superintendent's Council.

The superintendent should have as his council the heads of all departments in the activity division, together with his own secretary, and many times the secretary of the board and the head of the mechanical division. I consider this the most important and crucial part of the organization of the entire department. It represents the distinction between operating autocratically or democratically.

A superintendent could sit in his office and issue orders and directions and probably seem to get quick results. However, lasting results can never be gotten that way. Democracy consists in not only taking everyone into the plan, but of taking everyone into the planning. There is a great distinction between these two methods.

This council should meet every week for not less than an hour. Minutes of meetings should be kept. All problems and policies should be talked over. Here is the place where little differences in the departments are ironed out, where responsibilities are fixed and over-lappings eliminated. Everyone should be heard upon all subjects. There should be no encouragement of the "Yes, yes chorus."

Each head of the department has been selected because he or she had a personality—a something a little different from other people. It is that little individual difference which we want to preserve.

Everyone can express his opinion. It then becomes the task of the superintendent to assemble what would be agreed upon as the composite mind. The superintendent must play fair. He must not use the council as a gesture of democracy. There may be times

WILL CHILDREN USE A BACKYARD PLAYGROUND?

BACKYARD PLAYGROUND DE LUXE

when the council will not agree with him. That would be good sign that he is too far ahead of them or maybe behind them.

If this council will stand together with the superintendent on any matter, from the dismissal of an employee to the inauguration of a new policy, the probabilities are that it will be able to carry it out in a successful manner. If, in case of a crisis, the majority of his group did not support the superintendent it would be a dangerous sign.

I realize, of course, that there may come a time when a person in this group is so different in viewpoint from the rest of the group that it may be well to supplant him with another person. The handling of a situation such as this is just one of the responsibilities of the superintendent.

Duties of Heads of Departments.

What should the supervisors or heads of departments do? They are the helpers of the workers in the field. The specific things expected of a supervisor of girls' activities in a city are here given. Even these are partial.

1. *On the playground.*
   - (*a*) Advise with directors.
   - (*b*) Make suggestions for the improvement of their services and arrange for classes if possible.
   - (*c*) Make a daily report to the superintendent as to conditions found on grounds, with recommendations regarding same. Report condition of grounds, apparatus, buildings, toilets, showers, work of the matrons and caretakers, etc.
   - (*d*) Survey neighborhoods to see what can be done toward increasing the efficiency of the activities for the benefit of the community.
   - (*e*) During school year visit playgrounds after school hours, and during vacations visit grounds any time during the day.

2. *In the office.*
   - (*a*) Answer telephone, receiving and sending messages in connection with the activities.
   - (*b*) Interview volunteer workers, assign them to grounds, follow up their work, and keep their efficiency records.
   - (*c*) Interview applicants for positions.
   - (*d*) Interview persons desiring information in regard to play and recreation activities.

(*e*) Accompany out-of-town people on visits to playgrounds.

(*f*) Care for cataloging of library books, plays, year books, reports of other cities, etc. Recommend books for the library.

(*g*) Secure good plays and suggestions for parties, dramatics, and clubs for the use of playground directors.

(*h*) Compile data in regard to the work when requested by superintendent.

(*i*) Answer special communications when requested by superintendent.

(*j*) Hold conferences with women directors by appointment or when they come into the office.

(*k*) Advise persons desiring information in regard to preparation for physical education and playground activities.

(*l*) Keep record of girls and women who have earned club pins.

(*m*) Prepare articles for newspapers in regard to recreation.

(*n*) Prepare notices for directors' weekly meetings and keep minutes of the meetings, call special meetings of women directors when necessary, prepare room for such meetings.

(*o*) Serve as chairman or a member of department committees and as a general member when desired, and if advisable on civic committees handling recreational activities for the city, county, or independent organizations.

(*p*) Assist in planning local or civic festivals and advise with outside organizations.

(*q*) Plan and conduct annual rehearsals for May Festivals. Advise with committees and chairmen in regard to needed equipment and locations for same. Assist in planning costumes for such festivals, the giving out of materials and instructions for making, and often actually assisting in the making of the costumes. Check up the loan of costumes and the return of costumes.

(*r*) Supervise the costume storeroom.

3. *Conduct training classes* for workers and substitutes.

4. *Supervise evening parties* at various field houses.

5. *Supervise organization* of women's and girls' rowing crews.

6. *Assist in the organization* of women's outdoor clubs.

7. *Organize and supervise* play days for girls, women, and women and their husbands.

8. *Plan and assist directors* in conducting special local festivals.

9. *Attend classes,* lectures, conferences and congresses pertaining to civic and recreational questions, bringing back new thoughts to the other workers.

10. *Assist in advancing* the knowledge of playgrounds and allied

movements through talks or lectures to civic bodies, mothers' clubs, churches, classes, etc.

11. *Do all possible* to stimulate high ideals, honest service, and a spirit of cooperation in the department.

Many of the recreation workers under the present situation, and for many years to come, will be young and relatively ill-trained. It then becomes more necessary than ever for the supervisor to help the young worker. These helpers correspond to the supervisors in the public school.

The supervisor in the public schools is a "teachers' helper." The supervisors are not merely destructive critics, but also helpers of teachers.

A Teachers' Helper.

Two types of situations will arise in which the supervisor will be of great help to the department worker. It may be well to carry a little further this comparison of the supervisors in the recreation department with supervisors in the school department.

Barr and Burton give the following general elements to guide supervision:

"1. The purpose of supervision is the improvement of instruction—not inspection.

"2. Research must play an important rôle in supervision.

"3. Teacher training is an important function of supervision.

"4. Special supervisors are not administrative officials.

"5. The principal is both an administrative and a supervisory official.

"6. The principal should be supreme in his school and directly responsible to the superintendent of schools.

"7. Cases of conflict in instructional policies between principals and supervisor should be settled by the superintendent of schools.

"8. Experts, or special supervisors, are necessary in an effective supervisory organization.

"9. The work of the special supervisors should be coordinated through some kind of supervisory council responsible to the superintendent."

(The Supervision of Instruction, page 39.)

RECREATION SUPERVISORS HAVE TWO TYPES OF SERVICE

Particular Situation—Helping the Individual Playground Director.

This type of help would correspond to a doctor being called in to diagnose a case. In this case the doctor takes everything into consideration, and prescribes. Even after he prescribes, the patient

does not need to take the prescribed remedy. He may die if he wants to, assuming that the doctor is the last word.

When a supervisor attempts to help a particular playground director, at least the following subjects should be given major consideration before the supervisor could report the condition to the superintendent and attempt to aid the director. (See check list page 228.)

1. *Teacher.*
   - (*a*) Training
   - (*b*) Past experience in conducting playgrounds
   - (*c*) Attitude toward physical education and play
   - (*d*) Ability to enter into activities with the children
   - (*e*) Ability to organize leaders
   - (*f*) Social viewpoint
   - (*g*) Neatness and appearance
   - (*h*) Cooperation with people
   - (*i*) Too strict or too lenient
   - (*j*) Promptness
   - (*k*) Systematic—time slips—care of supplies, etc.
   - (*l*) Observing—safety—discipline

2. *Child.*
   - (*a*) Type of children—foreign, railroad district, hill district
   - (*b*) Material with which to work—were there supplies?
   - (*c*) Type of community—rural—buses leave right after school
   - (*d*) Were there troublesome neighbors?
   - (*e*) Was there enough help on the ground?
   - (*f*) Was there former trouble on the ground?

Judgments.

Judgments should never be made in haste. The old idea of sleeping over night over the situation is as good now as it ever was.

If criticism of a playground director is to be made, it

1. Should be made after a number of visits.
2. Should be made impersonal.
3. Should be frank but kindly.
4. Should point the way to success rather than dwell upon past failure.
5. Should be based upon facts that can be pointed out to the play director.
6. Should be judgments of worth, never opinions.

General Situation—Helping the Group.

As a contrast to the doctor who diagnoses a particular situation, the general situation would correspond to the doctor who acts as a

health advisory officer, namely, one who broadcasts "hints on keeping well." These hints, again, may be taken or left. They should be the basis of professional progress. They might consist of the following:

(ALL PLANS TO BE APPROVED BY SUPERINTENDENT)

1. *Required meetings*—weekly.

2. *Optional meeting*—for seasonal activity—dramatics—dancing—May Days, etc.

3. *Demonstration*

   (*a*) Singing games
   (*b*) Tag games
   (*c*) Stunts
   (*d*) Dramatic games
   (*e*) Refereeing games
   (*f*) Track and field events
   (*g*) Folk and dramatic dancing
   (*h*) Play days—way to organize
   (*i*) Track meets—way to organize

4. *Bulletin service on*

   (*a*) Rules
   (*b*) Schedules
   (*c*) Methods
   (*d*) Teaching limits
   (*e*) New literature in field
   (*f*) Library facilities
   (*g*) Projects
   (*h*) Announcements of lectures

5. *Plans for visiting days*

   (*a*) In city
   (*b*) Out of city

6. *Objective standards* of work on playgrounds should be used in which teachers have had some voice in the making of the standards.

7. *Check list* should be used so that directors may become their own critics. These are just indices of more important things.

   (*a*) Does the spirit of joy predominate?
   (*b*) Are all children active in game?
   (*c*) Are all children alert and responsive?
   (*d*) May games be stopped and quiet be obtained immediately?

(*e*) Are standards of courtesy and cooperation being fostered?
(*f*) Do activities carry over into other play times and places?
(*g*) Is any one part of the program given too much time?
(*h*) Are children indoors in good weather?
(*i*) Are children respectful or do they call the play director by first name or "supe"?
(*j*) Are supplies being carefully used?
(*k*) Are ground rules posted?
(*l*) Is supply box in order?
(*m*) Are time slips up-to-date?
(*n*) Is the attendance slip up-to-date?
(*o*) Is the ground filled with children?
(*p*) Are there children playing nearby in streets?
(*q*) Is sand box clean?
(*r*) Is sawdust and shavings box filled?
(*s*) Is there writing in the wash-room?
(*t*) Do mothers and fathers visit on the ground?
(*u*) Do playdirectors wear insignia?

8. *Encourage professional progress by*
(*a*) Special in-service training
(*b*) Institutes
(*c*) Professional lectures
(*d*) Professional literature
(*e*) Affiliating with professional organizations
(*f*) Attending summer school

9. *Supervisor should*
(*a*) Be easy to reach for conferences
(*b*) Be accessible—known office hours and not too many locked doors

10. *Supervisors should cooperate* with the other supervisors in projects.

Supervisors Use Democratic Methods.

It is asumed in connection with the above-outlined relationship between supervisors and play teachers that each supervisor will consult with the various workers in his department in the same manner in which the superintendent consults all the supervisors of the department.

It is likewise assumed that each director of activities and play teacher will take the patrons of the grounds, both children and adults, into her confidence, so far as it is possible, in a democratic way, as heretofore set forth.

GENERAL POLICIES

Most of the technical policies of the department will be formulated by the superintendent and his council, as most of the policies will deal with the operative activities. This task will take time and should be given a great deal of thought in the early days of a department, for the "set of the sail" determines the direction of the department for many years.

Some of the matters that will have to be handled are here given. No list will take in all of the things that will have to be considered, for each city will have its own problems.

Survey of Needs.

The survey of the city needs will be the first important task. What is being done—what needs to be stressed? How can the department best accomplish the things that need to be done?

Program of Activities.

The above survey will best establish what the program should be. A yearly schedule should then be arranged and given wide publicity. It should be in the hands of all members of the department, published in the papers, sent to schools, and parent-teacher groups, etc. A sample is here given:

1. *School Events*

Sept.	1	Fall Rowing Season (Regatta in Spring Term)
	13	Boys' Swimming Meet, A–B, East Side, 6th Grade
	13	Boys' Swimming Meet, A–B, West Side, 6th Grade
	14	Boys' Swimming Meet, C–D, East Side, 6th Grade
	14	Boys' Swimming Meet, C–D, West Side, 6th Grade
	16	Boys' Swimming Meet, A–B–C, 8th Grade Schools
	20	Boys' Swimming Meet, D–E–F, 8th Grade Schools
	21	Boys' Swimming Meet, B–C–D, Jr. High, East Side
	21	Boys' Handball entries due
	22	Boys' Swimming Meet, E–F–G, Jr. High, East Side
	23	Boys' Swimming Meet, B–C, Jr. High, West Side
	27	Boys' Swimming Meet, D–E, Jr. High, West Side
	28	Boys' Handball Tournament begins
	30	Boys' Swimming Meet, F–G, Jr. High, West Side
	30	Girls' Play Day—Bat-ball; Hit-pin Baseball
Oct.	12	Boys' Soccer entries due—elementary—Jr. High
	16	Autumn Plays

Oct.	19	Boys' Soccer Tournament begins—elementary—Jr. High
	20	Boy Scout Training Course begins
	28	Girls' Play Day—Kickball; Speedball
Nov.	1	Boys' Basket-ball entries due
	8	Boys' Basket-ball Tournament begins
	20	Thanksgiving Plays
Dec.	2	Girls' Play Day—Indian Club Ball; 9-Court Basket-ball
	11–12	Christmas Pageant
Jan.	3	East Bay Basket-ball League (for men) begins
	6–7–8	Playground Directors' Training Course
	18	Girls' Play Day—Net-ball; Volley-ball
	22	Plays for January
	25	Boys' Net-ball entries due—A–B–C
	25	Boys' Volley-ball entries due—D–E–F–G
Feb.	1	Boys' Net-ball Tournament begins—A–B–C
	1	Boys' Volley-ball Tournament begins—D–E–F–G
	19	Lincoln, Washington and Valentine Plays
Mar.	3	Girls' Play Day—Long-ball; Baseball
	15	Spring Rowing Season opens
	19	Plays for Boys
	29	Boys' Baseball entries due
Apr.	7	Girls' Play Day—Handball
	8	Boys' Baseball Tournament begins
	9	Easter Plays
May	1–15	May Day Festivals
	—	Elementary and Junior High Track Meets (Dates to be announced)
	—	Elementary, Junior High and High School Regattas (Dates to be announced)
	7	May Time Plays
	9	Boys' Tennis entries due
	16	Boys' Tennis Tournament begins
	19	Girls' Tennis Play Day
	28	Municipal Vacation Camps open
June	..	Girls' Swimming
	11	Plays for Gardens
	24	Opening of Children's Matinees

2. *Non-school Events*

Approximate dates may also be announced for the following:

Industrial Play Day
Industrial Sports Carnival
Industrial Leagues and Tournaments
Golf

Winter Sports
Swimming
Boating, Canoeing, etc.
Family Summer Camps
Week-end Camps and Picnic Grounds
Band Concerts
Pageants
Festivals
Civic Celebrations

Approve All Layouts for New Buildings and Grounds.

Before final recommendation is made to the board, all plans for new work should be gone over carefully in the council.

Approve Types of Supplies.

In a like manner, all types of supplies should receive the consideration of the council before being taken to the board.

In-service Training Policy.

The council is the place to take up all matters of improving the training of the playground directors in service.

Blank Forms.

All blank forms for the use of the staff should be approved by the council of the operative department.

Approve Time Cards.

Some member of the superintendent's council should approve all time cards of the staff. Any irregularities should be reported.

Rating Workers.

Full, open discussion should be entered into regarding all workers. Record of efficiency should be approved before it is sent to the civil service or board.

Reports of All Activities.

Full reports should be made in regard to all leagues, tournaments, and other activities.

Attention of Council Should Be Called to All New Professional Literature.

A stamp of the following type placed on such material insures that it will make the rounds as checked by the superintendent.

	Referred to (Pass in order Checked.)
Asst. Supt.	
Sec. of Department	
Super. Girls	
Dramatics Supervisor	
Industrial Supervisor	
Tennis Supervisor	
Camp Fire Supervisor	
Boy Scout Supervisor	
School Playground Supervisor	
Camp Manager	
Golf Professional	
Engineer	
Architect	
Sec. to Supt.	

Please note, date, initial and return to desk.

Superintendent

Policies on Conduct of Activities.

Here are given some of the types of questions that will have to be answered relative to the conduct of activities.

The Small Child—The Home Problem

How best serve the small child?
How interest the mother?
Policy on going to the homes to plan backyard playgrounds?
Distribution of bulletins on home play.
How interest parent-teacher clubs in the small child?

Many of these questions will be answered in Chapter XV, page 237.

The School Child

What hours should the ground be open?
How many directors are needed on the ground?

Should they be men or women?
What games should be restricted on small grounds?
Should games be intra-ground or inter-ground?
Should small children have the same game rules as large children?

Many of these questions will be answered in Chapter XX, page 317.

The Community

How can the best interests of the community be served?
Should the grown men use the children's play space?
What should be the rule in regard to men smoking on playgrounds and in buildings?
If tennis courst are to be used by the children, what shall be the hours of each?
Should permits be given out for tennis matches?
What should be the rules for use of tennis courts?
Shall school children use the evening recreation facilities?

These are merely sample questions, some of which will be discussed in Chapter XXI.

Permits.

The council should stand together on the subject of permits for special use in gymnasiums, baseball grounds, tennis courts, etc. Policies with reference to such privileges should be unbreakable even by the superintendent himself. Special instructions relative to how, when, and where these permits are issued should be published and strictly adhered to. For example, if baseball permits are given out on Monday morning, all diamonds should be freed at that time and applications should be taken in order of their appearance at the office. Only in such cases can the department be fair to the community. It is an interesting thing to note that even political hangers-on will not insist on privileges when they know that others are not receiving them.

Reports Due Superintendent from Heads of Operation Department.

A carefully worked-out detailed report should be submitted each month by each head of the department to the superintendent. These reports should be made up by various members of the staff and gone over at the council meeting. They become later the basis of the superintendent's report to the board.

The reports should cover a full report of the activities for the month, such as

Attendance on grounds
Special types of activities—number participating
Accidents
Discipline
Principal meetings attended
Principal committees attended
Principal interviews
Other notes or comments that would be of interest to the board of directors.

Approval of Bulletins on Activities.

All bulletins on activities should be brought before the council. All members of the council should be asked for suggestions.

Matches, Leagues and Tournaments.

After each league meet, track meet, or play day a summary of the results should be made and presented to the council. All suggestions for the better handling of the event should be attached to the report for use the following year. Many suggestions may be made for improvement of activities, but by the time the following year comes around they are forgotten if they are not made a matter of record.

Volunteers.

It should be a matter of policy of the council when and under what conditions volunteers should be used. In case volunteers are used, they should be placed definitely in charge of paid supervisors who should report in regard to their efficiency.

It will be seen that the superintendent's council becomes to the operation division what the official board is to the department as a whole; namely, the policy-forming body for the administration of all the activities. Full records should be kept, and should be put in the hands of each member.

SAMPLE RECORD FORM

Record of Superintendent's Council
Department of Recreation

Date.....

(Indicates to whom responsibility is delegated.)	
Mr. X	See the street department about repairing the sidewalk at the West Side playground.

Miss Y — Take full charge of the Play Days for the year.

It was decided to close all playgrounds at 5:30 P.M.

Mr. Z — See the school officials about closing school at noon on the days of the school track meets.

It was decided to recommend to the Board that the members of the High School Golf team be allowed to play free on the golf course for one month.

.....
Secretary to the Superintendent

Carry all items on list from week to week until matter has been disposed of satisfactorily.

Only by means of such a carefully worked-out council can all activities be coordinated. It prevents overlapping, misunderstandings, and possible ill-feeling.

The council prevents the department becoming a "one-man affair," which is a great danger. The department is tied together like a great strand cable. Anyone may drop out, even the superintendent, and yet the activities carry on.

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CHAPTER XV

THE PRE-SCHOOL CHILD—THE HOME PROBLEM

No other problem is so close to the hearts of the father and the mother as is the problem of the play of the small child. Anyone who has even a partial solution to this problem can get a hearing at any time before any individual or club.

"Where can the small child play?"—"How can we keep the children off the streets?"—"How can we cut down the accidents involving children playing in the streets?" are all subjects which have been given a great deal of thought in the past few years, and more will be given to them in the future.

Streets Are Dangerous for Play.

Earl J. Reeder, of the National Safety Council, after an extensive survey of traffic conditions with relation to accidents, believes that most of the 25,000 little lives that have been crushed out on the pavements of this country during the past five years could have been saved had there been adequate playground facilities in all our cities.

In looking over the whole situation, there are several rays of hope and it is these rays of hope that will be referred to in this Chapter.

Children Not Hurt When on Guard.

The first ray of hope is that children are seldom involved in accidents when they are on their guard; namely, when they are going to school or going to the store for mother. At these times the child will approach a crossing with as much or more caution than a grown person. Watch them come to a crossing and look one way and the other and then pick their way with great care.

When is it that children are hurt? When the ball rolls in the street and the child dashes after it; when some one says, "I have your tag," and dashes off; when the child has a new pair of roller skates and is trying them out; when the child is on a new sled and

loses control. These are the times when nothing else counts. All precaution is thrown to the wind and danger comes in. This gives something for the new school of psychology which has "wiped instincts off the slate" to think about. No doubt there is no specific play instinct, but at least we know that some activities are more satisfying than others. At least, if psychologists do not agree to this, the fathers and the mothers will.

The first ray of hope then is that children are comparatively safe going to school and on errands.

The second ray of hope is that if we can control these play situations in the street, we can eliminate most of the accidents involving children. This can be done immediately for ninety per cent of all the children of America under eight years of age, and at little expense, if fathers and mothers want to do it.

If the street is the only place, or the most attractive place, to play in, that is where children will play. They will not stop playing merely because they are told not to play. Street play will stop only when there are more interesting places to play in elsewhere.

In the second ray of hope, then, is involved the problem of finding more interesting places in which to play.

Public Sentiment Must Be Aroused.

If America could only be shocked into sensibility, this problem could be solved. It took the Collinwood fire to shock us into sensibility in regard to having school doors swing out instead of in. The shock came with the loss of lives of some fifty to seventy-five children. It took the Iroquois Theatre catastrophe, with a loss of ninety-seven lives, to shock us into sensibility in regard to fire-escapes for public buildings.

We shall have no great shock in connection with children playing in the streets, because accidents come one by one.

What are you going to do about it? Most of us have been sitting around saying, "That is too bad."

Conditions are never going to get better. They are going to get worse. Traffic is going to be heavier, congestion is going to increase, and problems are going to be more complicated.

Where is the small child going to play?

THE BACKYARD PLAYGROUND

As I am writing this in New York City, I know what the people about me will say to this suggestion. They will say, "There are

no backyards—that time is all gone." That is true for Manhattan. But I am less than 15 minutes from the Grand Central and it is not true here.

Certain parts of New York and several of the other larger cities will have to adapt one of the alternatives that will be suggested later. (See page 247.) However, for the great part of America there are yet backyards and in many places large ones.

Where there are backyards, nothing is being done, save here and there. "What can I do?" "Our yard is too small"; "It will cost too much" is heard. That depends.

Think of Your Own Backyard.

Will my readers imagine themselves standing at their own backdoors, looking out over their own backyards? As you stand at your backdoor looking out, the first thing you see is your garage. "Certainly, we have to have a garage. We have a car." Granted—if it is more important to you than your children. But let us look at some of the other things in your backyard. Out there is the garbage can taking up a space of fifty to sixty square feet; over in the corner is the place where you burn the rubbish, and there in the back corner are berry vines, keeping the children from about one hundred square feet of space. Then there is that old pile of boards and wood that should be in the basement.

Of course there is another plot of ground in the backyard reserved for "father's garden." It is the place where father spades in the spring of the year. He probably has the shovel ready. He spends forty cents on seed, and during the summer puts on this plot of ground from ten to fifteen dollars' worth of water, and in the fall he harvests about eight cents' worth of carrots. While this will probably not describe every backyard, it will describe many.

In this backyard space, which is seldom less than forty feet wide by anywhere from thirty to one hundred feet deep, can be placed enough equipment to monopolize the time of the small children from two to ten. This applies not merely to the time of one child, but of half a dozen children.

This backyard playground it can be built with a little imagination and the price of a spare tire for your car, or less than one-half the money the average man spends on cigars in six months.

Play Space Must Be Near Home.

The backyard is the child's natural play space. It is near the home. It has the supervision of the home and of the mother.

Mother is Play Leader for Small Child.

The mother is the natural playmate of the child up to the age of three or four. After that for several years the play of the child is under the watching eye of the mother. In the backyard the mother is close at hand. She can glance out now and then and know what is going on. A little supervision will go a long way.

No mother will allow a small child to go to the nearby playground even under ideal conditions. No mother will allow that child to go to a vacant lot in the block where there is no supervision. Too many of the ways of solving this problem have been thought out by people who have never had small children in their homes.

A swing and a teeter, some one says. These emblems of playgrounds never have and never will alone hold children save for a few short moments. They are the least-used of all the possible equipment and the ones that need the most supervision when they are used. They will not take the children off the street. The backyard playground will have to be something much more gripping than swings or teeters.

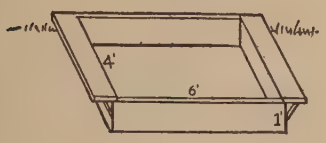
Equipment for the Child from Two to Five Years of Age.

For the small child the most important thing to have is the sand box with a load of white sand, which should be kept moistened. This will serve many needs and will last fully a year before the sand will need to be replaced. The horizontal bar about five feet high will be a constant source of enjoyment. A pair of rings hung eighteen inches apart from a limb of a tree or a bar, a trapeze, or a swing will appeal. A plain rope with a knot in the end, or a rope with an old tire casing hung from a limb or a crossbeam, offers its attractions.

Courtesy W. C. Batchelor

UTILIZING THE OLD AUTOMOBILE TIRE

Any one of the following pieces of equipment will occupy only a small space in the backyard.



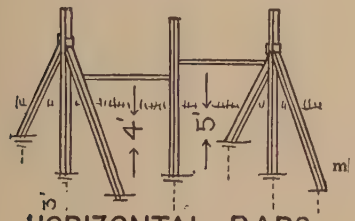
SAND BOX

No. 1—MATERIAL NEEDED

2 pieces 2″ x 12″ x 6′ pine.
2 pieces 2″ x 12″ x 4′ pine.
1 load of clean white sand.

USE—Sand may be dampened to mould. Small garden tools are useful.
(Note shelf around box).

COST—approximately $2.00.



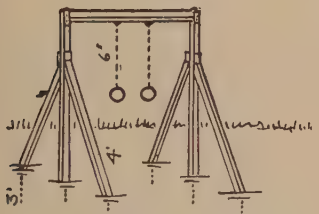
HORIZONTAL BARS

No. 2—MATERIAL NEEDED

3 pieces 4″ x 4″ x 12′ cedar.
4 pieces 2″ x 4″ x 6′ cedar.
2 pieces 1½″ pipe 5′ long.
Bore hole for bar and set with bolt.

USE—The bar will be an asset in maintaining good posture.
Keep shavings under bar.

COST—approximately $6.75.



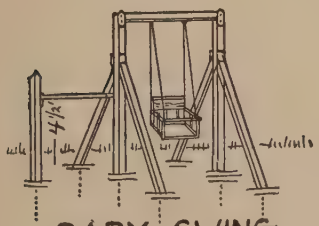
FLYING RINGS

No. 3—MATERIAL NEEDED

2 pieces 4″ x 4″ x 14′ cedar.
4 pieces 2″ x 4″ x 8′ cedar.
1 piece 4″ x 4″ x 6′ pine.
2 chains and rings and fastenings.

USE—The rings have a never-ending appeal.

COST—approximately $10.25.



BABY SWING

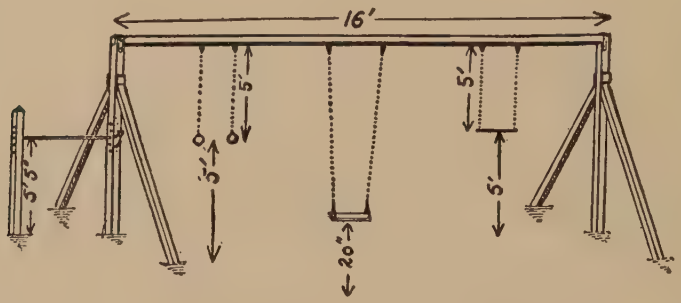
No. 4—MATERIAL NEEDED

2 pieces 4″ x 4″ x 14′ cedar.
1 piece 4″ x 4″ x 10′ cedar.
4 pieces 2″ x 4″ x 8′ cedar.
1 piece 4″ x 4″ x 6′ pine.
1 kindergarten swing and fastenings.
1 piece 1½″ pipe 5′ long.

USE—This baby swing and bar will be a very useful combination in a small yard.

COST—approximately $8.55.

An excellent combination of the above suggestions is seen in the following combination. This will be useful for children well up into the next age period.



NOTE

This combination is recommended.
For small children, use the kindergarten swing and no trapeze.

No. 5—MATERIAL NEEDED

2 pieces 6" x 6" x 14' cedar.
1 piece 4" x 6" x 16' pine.
1 piece 4" x 4" x 10' cedar.
4 pieces 2" x 4" x 10' cedar.
1 piece 1½" pipe 5' long.
1 swing, rings, trapeze and fastenings.
COST—approximately $25.00.

Illustration on page 223 shows how this equipment can be fitted into a small backyard and answers question, "Will the children use the backyard playground?"

Illustration on page 371 shows the same layout with the swing and the teeter, which experience showed were little used.

From this simple equipment, costing a few dollars, there will be a range up to the elaborate eqiupment shown in illustration on page 223.

The Playroom.

The following suggestions have been gleaned from an article by Maria Ward Lambin, writing for "Better Homes in America":

"Every home in which there are young children should have a room, or at least the corner of a room, reserved for their exclusive use. It should be cheery in winter and cool in summer. In homes where there are several children, a playroom is a necessity, even at the sacrifice of the guest room. Sometimes an attic makes a good playroom if it is sunny, well-ventilated, and well

heated. If there is a shed or a room in the basement, which is finished off and sunny, it may make an excellent playroom, especially for older children. Here apparatus, such as swings and traveling rings, may be put up with safety, and a raised platform can be built by the children for use as a stage. Lacking a room for the child's exclusive use, a corner of one of the other rooms can be reserved. It should be sunny, preferably with a window under which a low and broad window seat may be built. A long box can sometimes be used in place of a window seat, and one with sliding trays where play equipment and toys can be put will be even more useful. The box itself can be decorated. It is desirable to mark off the child's province in some way. This can be done by putting a strip of denim above the baseboard, which not only protects the paper but provides a background upon which the child can pin pictures.

"The furnishings of the playroom should be planned with an idea of the child's comfort. The floor can be covered with linoleum or wash rugs. The principal qualifications for furniture are strength, correct height, and durability. Soft-colored wall papers should be selected which do not reflect the light, and pictures that stimulate the child's imagination should be chosen. Window seats with sliding or hinge doors are more convenient than those which open at the top. A low cupboard with several shelves is very useful. The child must have a place in which his playthings can be stored.

"For the child up to three years of age, the nursery playroom will have a variety of playthings which will stimulate his senses. In addition to a sandbox, a spoon, a shovel, a pail, and sand forms, he will also enjoy a cart to pull. For the child from four to six the indoor playroom should have an improvised doll house, doll furniture, balls, bean bags, sandbox, scissors, paste, sewing cards, clay, pencils, paper, crayons, pictures, picture books and dolls. Blocks are important for constructive activities. They may be as large as bricks in size, and may be made at home. For the child from seven to nine an aquarium and all the material for dramatic play will be added to the previous equipment. The dramatic instinct is dominant at this period and he will improvise playthings from all sorts of materials. Not much can be done in the way of direction. His imagination will seize upon the things in his environment. A teddy bear will be a puppet actor; a piece of gauze becomes a wedding veil; the play house a pirate's den. For the period from ten to twelve, a bench and tools will be neccessary for the boy so that he can make his own toys, which will include sailboats, water wheel, equipment for games, such as bows and arrows, targets, ring toss, etc. The girls will need materials for dressmaking for the dolls, for embroidering, and bead work. For the child from thirteen to fifteen, the playroom will become a den or clubhouse or a more elaborate workshop. Mechanical toys will be added, constructed so far as possible by the boy himself; a radio will be installed. Here will be housed collections, a puppet theatre, materials for clay modeling and painting, and for the girl bead work and embroidering, as well."

A Careful Selection of Toys Will Help Solve the Problem.

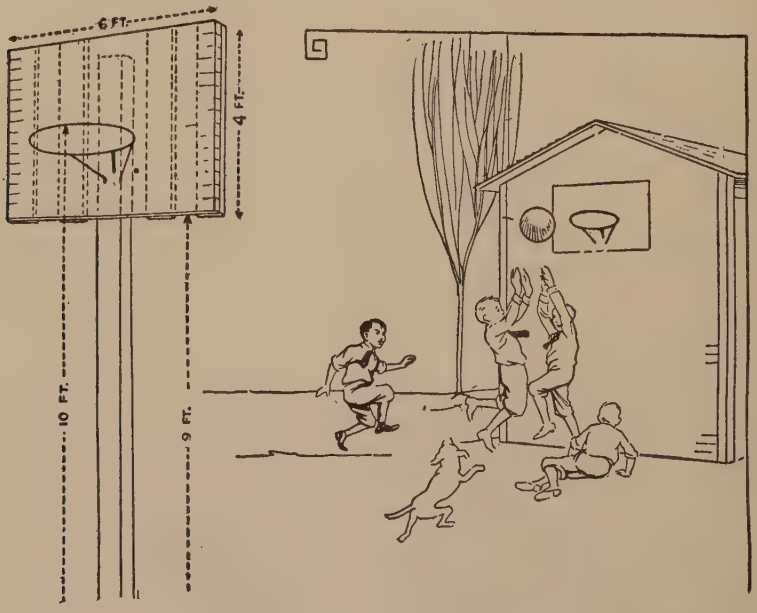
"Lay down your money and take what you get," is the way the average parent buys toys. Miss Lambin continues:

"The playroom is essentially a workshop. It should be furnished with home-made toys. Practically no money need be spent on little children's toys beyond a knife and a pair of scissors. A real toy stimulates imagination, industry and invention. It is not the toy itself which is valuable but the degree to which it lends itself to various rôles. Dolls, blocks, balls, soldiers, and teddy bears retain their popularity from generation to generation because they are suggestive and adaptable to a variety of impersonations or uses. Many toys on sale in American toy shops are merely diversions for adults and they do for the child what he should do for himself. 'You touch a button and I do the rest' is the tendency of the mechanical toy. The child soon tires of it and throws it away, or perhaps takes it apart to see how it works."

FOR THE OLDER BOYS AND THE OLDER GIRLS

Many things may be done for older children. There may have to be some modification of the games that the children know at school, but that can be done.

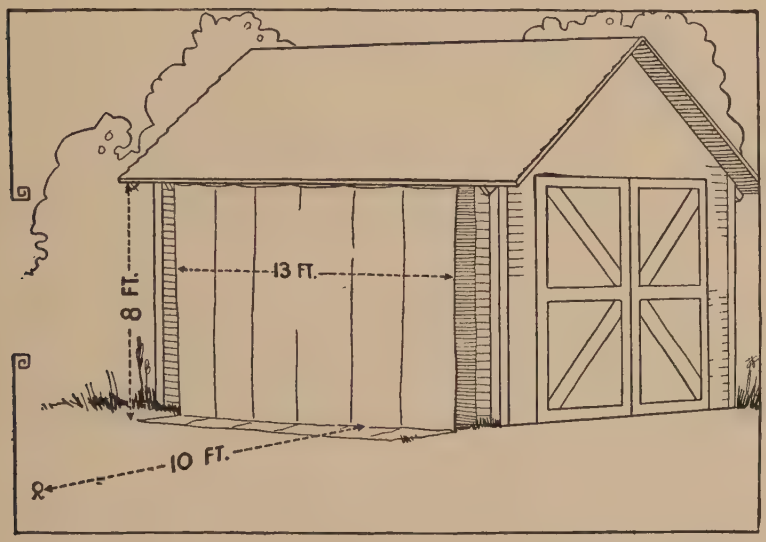
Boys delight in shooting baskets and will do this by the hour. A full-size basket-ball court is not necessary—one basket will do. The side of the garage will make an excellent backboard.



Courtesy W. C. Batchelor

UTILIZING THE BACK OF THE GARAGE FOR BASKET-BALL

The garage will serve the purpose of a good handball court for the small boy. An observer in the city will notice that much of the handball is played on courts much less standard than the following:



Courtesy W. C. Batchelor

UTILIZING THE SIDE OF THE GARAGE FOR HANDBALL

The Workshop and Other Things.

We must find a substitute for the old workbench. No one will ever be able to estimate the education that went on at the old workbench. It was here that the playthings were made; the sled was built and the old wagon tire was made into a sled runner. It was here that the hickory bows were made and the arrows were feathered and tipped. Miss Lambin suggests a good working kit, but the boy will get along with many less tools if he just has a place to work in.

"The boys' workshop is practically a necessity. It can be housed in a shed, a well-lighted basement, or the attic, and needs no further equipment than an outfit of good tools. The more necessary tools are saw, plane, chisel, hammer, bit brace, screwdriver, hatchet, 2-foot rule, T-square, oil stone, mallet, iron-block, plane, foreplane, and draw-knife. He can make his own sawhorse, workbench, and tool cabinet, and almost all the equipment for the games he plays."

The "Play Store and Theater."

It is interesting to note that when father sees what can be done,

the making of the various play equipment becomes as interesting to him as to the children.

See illustrations on page 105 and page 309. These and many other features were the hobby of a friend of mine, Howard Baxter, of Oakland, California.

It may be a store with empty cans, cash registers that did not "cash," soda fountains that did not "spurt," but oh, what fun for children and Dad!

To this may be added a "play schoolroom" and a place for "little plays." Children will spend hours dressing up, and in addition to this they will make up their own plays and stage scenery.

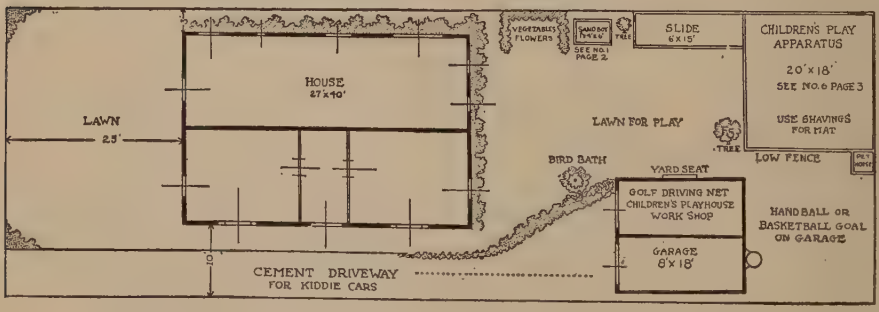
BACKYARD PLAYGROUND FOR FATHER

Last, but not least, the backyard is big enough for a playground for father. In addition to the fun that he will get helping the children make the play equipment,—and sometimes he gets so interested that he will not let the children help,—there are things that he can do for his own recreation.

A canvas dropped in the garage makes a fine place to try the golf swing in the evening or in the morning when he can not get to the links. A good doormat will make an excellent tee. When father is not there, the children can use the same place for archery. See illustration on page 357.

LAYOUT OF THE YARD

Every yard will have to be laid out in accordance with the local conditions. The following is a good suggestion for a narrow 40-foot lot. The driveway may be used for roller skating and for the kiddie-cars.



SHOWING LAYOUT OF BACKYARD PLAYGROUND ON 40-FOOT LOT

Where can the small child play? According to local conditions, it may be the backyard, the basement, the attic, the garage, the playroom or a corner of the guest room. For cities with acute congestion, other places will be outlined.

Floors can be marked, simple furniture can be made, a shelf or two and a cupboard for the toys, a workbench and some tools—all will help to solve the problem.

Is it worth the effort?

If the next child involved in an accident were to be your child, the answer would be "Yes."

IT IS THE PLACE OF RECREATION DEPARTMENT TO HELP

Some will ask: What has all this to do with the recreation department? The answer is that someone must bring this situation to the attention of the home—the parent—teachers' group—the Service Clubs. Someone must have information available. Pamphlets must be printed; slides and films must be made; talks must be given. To do all this is the function of the city through its recreation department.

SUBSTITUTES FOR THE BACKYARD PLAYGROUND

In the absence of any backyard space,—and this situation will have to be faced in the congested parts of the large cities,—there are a number of substitutes.

The Community Backyard.

The best example of this in the country that has come to my notice is the plan of the City Housing Corporation in the Borough of Queens, New York City. This corporation, under the leadership of Alexander M. Bing, is "A Limited Division Company Organized to Build Better Homes and Communities." A picture of part of the project will be seen on page 67. You will notice that the houses merely fringe the wide interior garden courts. Here in these interior courts are green grass, trees, and shrubs, and the safest possible place for children to play.

The way that the legal title of the land is handled is referred to on page 79.

Several other features of this project, known as The Sunnyside Project, should be noticed. All the garages are at one end of the tract, so that there is no marring of the back-lot strips. This keeps

the noise away from the homes, which is a distinct advantage in itself.

Two blocks away is a well-equipped playground for the older children and the adults. This has been provided by the company and given to the community. In addition to giving this playground to the community, the company has guaranteed to operate the playground with a full-time playground director for a period of three years, when there will be fifteen hundred families in the community. At the end of the three years the people of the community will have the opportunity to decide whether they want to support the playground and keep it as a community project or whether they want to turn the playground over to the city park department.

All of this has been done from the earnings of the company, which is on a 6 per cent earning basis. A community house and a swimming pool are to be added in the near future—likewise to be taken from the company earnings.

The Roof Garden and the Apartment Court.

With the aid of a little supervision by a skilled playground director, small court areas or roof gardens may be made to serve the needs of many small children. Spreading the cost over the number that will use this play area would not make it excessive. Many people in the apartments pay twenty to thirty dollars a month for a place for the family car. They might be able to pay a few dollars to provide a place for the small children to play in.

School Yards and Municipal Playgrounds.

School yards and municipal playgrounds will serve a few small children in the immediate neighborhood. Where there is a need for this service, the playgrounds should have a special corner fenced off for the small children, and there should be special apparatus and supplies.

In the Worst-Congested Areas.

In the areas of greatest congestion in the large cities there are organizations, both private and public, conducting small children's playgrounds near the home.

The Home Playyards, Inc., of New York City is a fine example of a private organization that is helping to solve the problem of the play for the small child. Its aims are to "establish home play-

yard centers in the crowded blocks; to keep the children happy by their homes and off the dangerous streets; to have paid caretakers and play leaders in charge." This plan for wholesome homes is in cooperation with the city departments.

The Emil Bonner Playgrounds Foundation, Inc., of Brooklyn, New York, is another project that has as its objective the use of the interior of the block for play spaces. This plan calls for the city to acquire certain blocks and clear the interior for play space. The rent of the surrounding property is to carry the cost of the playground equipment and the supervision. One project of this Foundation, known as the "Children's Garden," has been in operation for eighteen years. The rents of the surrounding property have carried the costs.

Mr. Bonner feels that the success of this plan depends upon unit ownership, and he is probably right in this contention. The plan offers a real solution of how old blocks can be remodeled without changing or altering any building, to meet the need of the children.

Solutions of the home play problem can be found—are being found. All that it takes is a real interest in all of the children of the city and a little vision as to what can be done.

Cities can be organized to meet the needs of the small child. Once the need is known, there can be no doubt that the solution will be forthcoming.

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CHAPTER XVI

LEAGUES, TOURNAMENTS, CLASSIFICATION, ELIGIBILITY, INCENTIVES

ORGANIZING COMPETITION

One of the main tasks of any director of a particular playground or recreation center is to properly organize the activities which are adapted to the various age groups.

The adaption of activities to various age groups is a complete study in itself. Only casual reference can be made to it in connection with this discussion of organization and administration. (See pages 237, 295, 347.)

One of the principal techniques of organization consists in the formation of various types of leagues and tournaments. Much of the success of a playground director will depend upon his ingenuity in the organization of leagues and tournaments of various types to meet the demands of all the age groups which come to the playground.

The various types of sports which can be so organized that individual achievement or team achievement may be definitely measured have lived throughout the years. This is noticeably true of track events where individual effort is accurately measurable. It is also equally true of team events where definite percentages may be kept of games won or lost.

Selection of Groups for Competition.

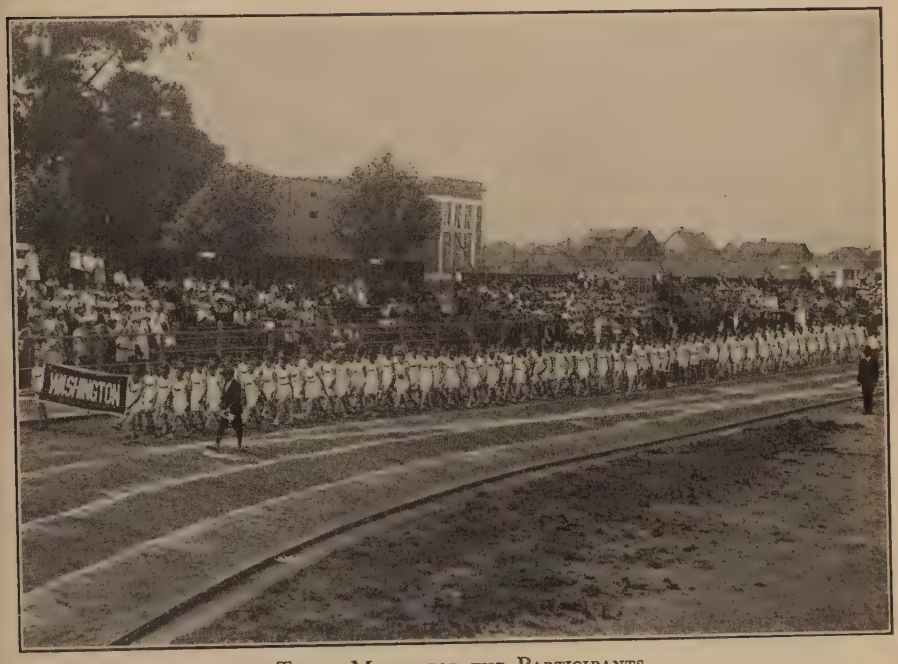
The playground director's first task will be the selection of groups which will become the basis of competition. In connection with the school these units of competition may consist of groups from the various schoolrooms, gymnasium sections, major or study-room sections, residence sections, sections according to definite classification (see page 256), or purely arbitrary selection of groups.

In connection with the summer playground or playground not connected with the school, these groups will have to take some other

types of definite form. Weight groupings, age groupings, or weight-height-age groupings will probably be the best. (See page 257.)

Types of Leagues and Tournaments.

1. *Olympic Plan.*—Contests which contain a number of individual events, or in certain instances even team events which can be played in the course of a day or two and to which definite points may



TRACK MEETS FOR THE PARTICIPANTS

be assigned, may be run off on the Olympic meet plan, or, as it is commonly known, the track meet plan. In addition to track and field events, indoor or out, this type of meet can also be used in connection with swimming, gymnastic exhibitions of various kinds, and ice carnivals. It can also be used in connection with play day, where all of the activities are team events, certain value being given for winning of various games.

2. *The "Round Robin" or Percentage Plan.*—Where leagues or tournaments are organized for a season, the best tournament consists of the type where each team plays until the end of the season and the winner is determined by the percentage of games

won. This type of tournament has its great advantage in the fact that all teams, whether they win or lose, play to the completion of the tournament.

If the number of teams is over eight, it will be wise to make two tournaments, as a tournament which contains as many as eight teams requires too much time for the completion of play.

Schedule making in connection with this type of tournament is very simple. Each team should be given a number arbitrarily. After the numbers have been given, the names of the teams are substituted in the following columns, which will automatically make the matching and will need only the addition of time and place.

5 Teams	6 Teams	7 Teams	8 Teams
1—2	1—2	1—2	1—2
3—4	3—4	3—4	3—4
2—3	5—6	5—6	5—6
5—1	2—3	1—3	7—8
3—5	4—5	2—4	2—3
4—2	6—1	5—7	4—5
4—5	3—6	1—4	6—7
3—1	4—2	2—6	8—1
5—2	5—1	3—7	3—5
1—4	6—2	1—5	2—6
	5—3	2—3	4—8
	4—1	6—7	7—1
	5—2	1—6	4—6
	3—1	2—5	7—3
	4—6	4—7	8—2
		1—7	1—5
		3—5	5—7
		4—6	8—3
		2—7	6—1
		3—6	2—4
		4—5	5—8
			6—3
			2—7
			4—1
			1—3
			2—5
			4—7
			6—8

As these teams play, the standing of each team is determined by the percentage of games won, by dividing the number of games played into the number of games won.

The following familiar table sets forth the standing for an eight-league tournament:

AMERICAN LEAGUE

Name	W.	L.	P.C.
St. Louis	71	49	.592
New York	70	49	.588
Detroit	65	56	.537
Cleveland	63	59	.516
Chicago	58	61	.488
Washington	56	63	.471
Philadelphia	49	67	.422
Boston	45	73	.381

3. *Elimination Tournament.*—The elimination tournament, while of some value, should be used very little. It has the great disadvantage of eliminating half of the teams from the play at the time of the first game, thereby depriving half of the group of the benefits of play.

Where the elimination plan is used, it should never be used exclusively, but only combined with the percentage type of tournament.

For example, if there were four sections in a percentage plan tournament, each section could play off on the percentage plan and the winners of the four sections might engage in an elimination tournament.

4. *Perpetual or Ladder Tournament.*—This type of tournament is of great value in connection with activities in any particular playground or recreation center. It is especially applicable to tennis, handball, horseshoe, and other dual or single team games.

In this type of a tournament names of players are placed in 1–2–3 order on a blackboard. The names are arranged in accordance with the best information at hand relative to ability, placing the best players at the top and so on down the list. Again the arrangement might be made entirely by lot.

The rules of the tournament are that anyone may challenge any of the three people ahead of him and if successful in defeating that person takes his place, while the person defeated drops back to the place of the other individual or team.

This keeps a perpetual interest in the various types of activities on the ground. Everyone will be constantly attempting to dethrone the person who tops the list, and there will be a constant shifting of places in accordance with weekly play.

5. *Play-day Method.*—The play-day method has come into prominence in connection with the junior and senior high school

level of activities. It is likewise being used in connection with industrial recreational activities and the activites of women's outdoor clubs.

The play-day method consists simply of a number of team games or individual events which can be played off by a number of groups in a limited time, which may range from two hours to half a day.

Under one method the play day would consist of a variety of games in which each of the competing institutions could enter one or more teams. Records are kept of the result of individual contests, but no attempt is made to accumulate these results in order to determine championships. In school play days competition would be held on the same day in connection with three or four schools, each entering teams from four or five classifications.

The second play-day method would center around one particular activity such as volley-ball, this being the only game played that day. The competing institutions would send one or more teams from all of the classifications represented in the school.

6. *Special Day Methods.*—A great variety of special days may be organized to advantage in connection with any type of playground or recreation activity. These special days may involve only one institution or a number.

The types of activities which may be organized on these special days is practically unlimited. They might consist of hobby days, Fathers' days, Fathers' and Sons' days, parades, festivals, pageants, civic or patriotic celebrations, banquets or campfire suppers. The range of activities which may be conducted on these special days is so large that some type of activity can be organized for any group represented on any playground or recreation center.

CLASSIFICATION

Classification.

Classification of persons in the various activities represents one of the most difficult problems which face the playground movement. Many methods of classification are being used throughout the country. All of them have elements of strength, and likewise elements of weakness.

If the playgrounds are for the school-age child or are being conducted in connection with the physical education activities in the school, the same type of classification used by the school should be continued in connection with the playground activities. If the activ-

ities are not conducted in connection with the public school, new classification methods will have to be used.

Major Classification.

A number of major types of classifications should be made before definite classifications may be considered as the basis of competition. Among these major classifications are:

1. *Sex Classification.*—After the age of ten, all competition should be so classified that the boys will be competing against boys, and girls against girls. It is desirable that men directors be in charge of the boys' activities and that women directors be in charge of the girls' activities.

2. *Capacity Classification.*—Some type of classification to determine the capacity of the individual to engage in sports is essential. There is no simple way in which this can be done. A thorough medical and physical examination combined with certain efficiency tests would give a basis for this classification, but would be almost impossible to administer at the present time.

Certain things are obvious even to the casual observer. Children who are crippled or who have evident weaknesses of hearts and lungs should be placed in classes by themselves. Activities should be provided for them, as they are the people on the ground who most need the activity. The activity, however, will have to be carefully chosen to meet the individual needs. This requires the help of an expert.

3. *Age Groupings.*—Chronologically, age is without doubt one of the basic elements to be considered in classification. Age will therefore come in for a double consideration. Limited weight-age groupings should first be established, and within this age grouping classification should be made of which age will again probably be one of the elements.

These age groups within which classification should take place will at the very minimum be

1. Elementary school age—below twelve years of age
2. Junior high school age—twelve to fifteen years of age
3. Senior high school age—fifteen to eighteen years of age
4. Adult—above eighteen years of age

Minor Classification.

Within these age groupings other classifications should stratify for a basis of competition.

1. *Age-Height-Weight Classification.*—Probably the age-height-weight classification is the best. An example of this is hereby given:

Exponent	Age, Yrs. Mos.	Height, Inches	Weight, Pounds	Exponent	Sum of exponents	Classes
1	Below 9–6	Below 50	Below 61	1		
2	9–6 9–11	50	61– 64	2		
3	10–0 10–5	51	65– 67	3		
4	10–6 10–11	52– 53	68– 70	4		
5	11–0 11–5	54	71– 75	5	Below 12	A
6	11–6 11–11	55– 56	76– 80	6		
7	12–0 12–5	57– 58	81– 85	7		
8	12–6 12–11	59	86– 89	8	12–20	B
9	13–0 13–5	60– 61	90– 94	9		
10	13–6 13–11	62	95– 100	10		
11	14–0 14–5	63	101– 106	11	21–29	C
12	14–6 14–11	64	107– 112	12		
13	15–0 15–5	65	113– 117	13	30–37	D
14	15–6 15–11	66	118– 122	14		
15	16–0 16–5		123– 127	15	38–47	E
16	16–6 16–11	67	128– 130	16	48–57	F
17	17–0 17–5		131– 133	17		
18	17–6 17–11	68	134– 135	18	57 and over	G
19	18–0 18–5		136– 138	19		
20	18–6 18–11	69	139– 141	20		
21	19–0 and over	Over 69	Over 141	21		

Example: Boy

Age 15 years 2 months..Exponent for age is 13
Height 63 inches.....Exponent for height is..... 11
Weight 119 pounds.....Exponent for weight is..... 14

Sum of Exponents..... 38 "Class E"

While this chart makes an attempt to cover the junior and senior high school ages and even touches the elementary age, it would be better for administrative purposes to rearrange the sum of exponents for use on each of these group levels.

This type of classification takes a little more time to administer than other classifications. However, it has been found that after this system is understood by the children and the directors, the administrative burden is not great.

In connection with the summer playground some difficulty may be experienced in connection with getting the ages. If operated in close connection with the public schools, however, the ages may be procured.

2. *Weight Classification.*—Weight classification has many advantages and is still used extensively. It is quite safe to use the weight classification if used within age-group limits mentioned above in connection with the major types of classification. It is especially popular in connection with boys' activities and in certain sports in connection with adult activities. It is easy to administer in connection with the small summer playground or a playground not connected with the school.

3. *Age Classification.*—An age classification is many times used in connection with girls' activities and has proved very satisfactory. The following age groupings are often used:

Under twelve years of age
Twelve to fourteen years of age
Fourteen to sixteen years of age
Sixteen to eighteen years of age
Over eighteen years of age

4. *Index Classification.*—Other classifications have attempted to utilize a strength or a capacity index for the purpose of classification. None of these have been given sufficient time to prove their value. Most of them are entirely too complicated for playground use.

CLASSIFICATION PERIODS

For ease of administration all classification should be made three times a year.

Opening of School in the Fall.

All children should be classified at this time for both physical education activities within the school-day and on the after-school playground.

Opening of Second Semester of School.

This new classification should hold for the entire second semester.

Opening of the Summer Vacation.

After classification has been made at the opening of summer vacation, no thought need be given to the administrative detail except possibly to add new people to the group as they may come to the ground.

This method of classifying three times a year has the advantage of cutting to a minimum the administrative detail. If the weight classification is being used, it discourages the possibility of training-down just before games.

Classification lists should be posted so that everyone participating in activities will know the class in which he has been placed.

Grouping Within the Classification.

A sufficient number of groupings should be made in connection with each classification so that every boy in the classification will have a place in a particular group. Groups within the classification can assume various names in order to distinguish them in competition.

THE OBJECTS OF CLASSIFICATION

Classification in the end has some very definite objectives, and any classification which realizes these objectives may be used.

Safety.

One of the first objects of all classification is safety. Children should not participate in games for which they are not physically equipped. Physically immature children should not be asked to compete against mature players. Children should not be asked to compete under adult rules such as length of halves, size of fields and courts, etc.

There is absolutely no danger of children's injuring themselves at play when they do not come under the stimulus of adult pressure. Placed under pressure which is entirely artificial in connection with time of play, size of courts and presence of spectators, there is grave danger that children will force themselves to a point of dangerous fatigue.

Classification makes it possible to adapt the game conditions to the needs of any particular group.

Equalization of Ability.

The second object of classification is the equalization of playing ability. This element, of course, can never be absolutely equalized, as there will always be a range of ability even within a small selected group. This ability range may differ in connection with the various sports. One boy may be best in handball, another in baseball, and still another in track. Classification, however, does tend to set certain limits of ability within which competition can be carried on.

Provide for Universal Participation.

Not one of the least objectives of classification is the providing of opportunities for universal participation. By organizing groups within the classification, it becomes possible to include absolutely every individual in any school or in any community in the activity program.

This includes not only all of the children and the adults whose physical capacity is normal, but also those who have physical limitations. There exists today a sufficient variety of playground and recreative activities so that some type of activity may be participated in by everyone with pleasure and profit.

TERRITORIAL RANGE OF COMPETITION

The playground and recreation movement is today at the stage when great care must be given to the territorial range in which competition is to be carried on. The larger the territorial range in which competition is carried on, the more elaborate must be the machinery with which to administer the program. Professional promoters become interested in such competition, and the entire playground ideal of "sport for sport's sake" is liable to be lost.

Competition Should Center Within the Local Group.

Practically all competition should center within the local school or playground organization. In any school or playground, groups can be formed within the classification so that a sufficient amount of competition may be had to arouse all the interest needed in any activity.

No elaborate machinery is necessary relative to schedules, eligibility, or officials as long as competition remains within the local

group. In many instances children will and should play without officials or with officials chosen from among their own number. Handball and tennis are played in that way at the present time, and there is no reason why many other games may not be added to this list.

Local schedules can be organized so that some games are played before school in the morning, others at noon, others during the after-school and Saturday periods.

This emphasis upon the organization within the local group applies not only to playground organization, the elementary school, and the junior high school, but also to the senior high school. The first object of any competition should be opportunities for the participation of the entire group.

Neighborhood Competition.

A small amount of neighborhood competition may not be harmful and in some instances may be very helpful. In the modern city such neighborhood competition can be arranged within walking distances. Oftentimes a number of teams can go from one playground to another at the same time. This type of competition is good if it actually stimulates interest in competition on the home playground. To the extent that outside games center attention on the neighborhood competition rather than on the home group competition, it is a bad organization. Most of the cities of the country are limiting even high school competition to their own city. The fact is that state tournaments which place emphasis on championship teams have not been conducive to the arousing of interest in the home group on the part of the great mass of students.

State and National Playground Competitions Vicious.

Absolutely no good can come from state-wide and nation-wide playground and athletic contests. Continued promotion of marble contests, jack contests, horseshoe-pitching contests for children on a nation-wide scale will prove a serious handicap to the playground movement. Any benefit to the winners in such contests is dubious. False values of sport are set up because of the publicity and public attention which the event attracts.

There is absolutely no evidence that nation-wide contests help to promote any playground activity. In fact, activities which need promotion are not selected for nation-wide contests. Activities are selected in which there is already ample interest. Oftentimes activi-

ties such as marbles and jacks, which are of doubtful benefit to the participant are selected for such contests.

The same criticism applies to state basket-ball tournaments and other contests organized in connection with high schools. There is no evidence that such state-wide contests promote the activity in which the mass of the student body engages. Unless promotion of the activity in connection with the student body is apparent, such organization can be considered valueless or even harmful. Any benefits accruing to the individual player participating in state- or nation-wide contests are more than offset by possible dangers, both physical and moral.

If the playground and recreation activities are to attain the greatness which lies within them, recreation and school officials must take their stand against intensive state- and nation-wide participation by a few trained individuals. If public taxes and public support in general are to be won over for the support of the playground movement, advantages which accrue to the mass of individuals in the local group must be apparent.

There is great danger that girls' activities and industrial recreation activities will not realize that they are headed for the same pit into which have fallen much of our high school and college athletics and our so-called semi-professional activities. The girls' playground program of America must continue to remain in the hands of trained women, and everyone must be continually on guard to keep out the professional promoter. Trained leaders in industrial recreation must hold fast to the "sport for sport's sake" ideal.

No obstacle in the path of playground and recreation progress is so great as this obstacle of the intensive training of the few to perform before spectators. The answer as to whether or not this situation can be controlled, depends entirely upon the leadership which will be forthcoming in the next generation.

ELIGIBILITY

For all playground and recreation activities, eligibility should be simple. A simple statement by the playground director or the school official to the effect that participants are good citizens of their group should be sufficient eligibility. In the junior and senior high school, good citizenship may be widened to include certain elements of scholarship, and for the sake of safety certain minimum residence qualifications.

Any elaborate eligibility rules are difficult to interpret. They

also tend as much to keep out players who should play as to exclude those who should not play. If playground activities are essentially valuable as the basis for physical development, mental development, citizenship, and moral development, why should anyone be deprived of play save under the general rule that privileges should be taken from members of the group who are not good citizens?

When once the right type of leadership is in charge of all our physical education activities and our playground and recreation activities, no one will question the right of a boy to play, more carefully than the director of his own team.

A simple entry blank and score card for practically all the games, which at the same time indicates classification and certifies as to eligibility, is hereby given.

ENTRY BLANK AND SCORE CARD

9 Court Basket-ball	Kickball	Longball	Baseball—official
Boys' Basket-ball	Net-ball	Rowing	Baseball—9″ to 12″
Indian Club Ball	Bat-ball	Tennis	Speed-ball
Hit Pin Baseball	Handball	Soccer	Volley-ball
			Swimming

(Circle Sport)

.....Playground Date.....

Classification: A—B—C—D—E—F—G (Circle Class)

List names in batting order for ball games	Rule space below for innings or halves
Team	Score
1.....Captain	
2	
3	
4	
5	
6	
7	
8	
8	
9	
10	
11	
12	
13	
14	
Sub	
Sub	

The following adult will accompany the team and act as an official if necessary

.....

I certify that the above are good citizens of my School and Playground:

....

Teacher of Physical Education or Playground Director — Principal

(*Both Signatures Must Appear*)

INCENTIVES

Children as well as adults are vitally interested in activities. In this interest there is mental content and real satisfaction gained from participation. This satisfaction comes because of the possibility of accomplishment, of doing things, of the heightened respect for self which comes from overcoming. The same incentives exist in all education; in fact, in all life activities.

For very young children these incentives are all that is necessary. All that is necessary is to give children an opportunity to participate in activities singly or in groups in which there is opportunity to accomplish. Games in which this accomplishment can be definitely set forth in seconds, inches, and scores are definitely needed.

Later on, children become somewhat interested in symbols of achievement. If these symbols are kept simple and given primarily to the group rather than to the individual, no harm will be forthcoming. Even simple symbols may be given to the individual, but with competition on a large scale in properly chosen interest-driven activities, this is not necessary. In fact, no symbols of any kind to team or individual are essential for the promotion of activities in which children are interested. If, however, symbols are to be given, they should be kept merely symbolic and should be of no intrinsic value.

The following group certificate is ample as a group symbol:

Recreation Department

of the

City of Oakland

Alameda County
California

Dated _____

This Certifies that _____

representing _____

is hereby awarded the Championship of the City of Oakland, for one year from date hereof.

_____
Superintendent of Recreation

Issued by Board of Playground Directors and Board of Education

_____
Assistant Superintendent of Recreation

The following individual award is ample for an individual symbol:

No..... Season.....

RECREATION DEPARTMENT

This Certifies that _____

.....

Is a member of the Championship

.....

Representing the

.....

Signed.....

Superintendent of Recreation

Other Prizes Vicious.

Prizes which have intrinsic value and primarily cash prizes and merchandise prizes, are vicious. The playground movement is just emerging from the state in which these prizes have been given. The viciousness of this practice is now almost universally apparent. In a questionnaire sent out by the Playground and Recreation Association of America there were one hundred votes against such prizes with only three in favor. Even these three had some reservations.

The danger is much deeper than is at first apparent. The definite intrinsic value of the prizes has nothing to do with the situation. The danger comes in the attitude of the individual who is the recipient of these prizes. In time the whole play satisfaction process is short-circuited. Instead of entering the activity for the joy of participation and receiving any prizes merely as a symbol, the child soon learns to enter the activity for the sake of the award. In this case all educational values vanish and viciousness for the individual and the group enter.

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CHAPTER XVII

EQUIPMENT AND SUPPLIES *

The equipment and supplies for the school playground are identical with the equipment and supplies for the municipal playground. We have pointed out that the space for these two purposes should be identical. If the school has not sufficient space, the park and playground board should assist in providing additional space near the school, but the activities should remain in the control of the school. (See page 136.)

PLANNING THE PLAYGROUND

All Playgrounds Should Be "Good Neighbors."

All playgrounds should be made to be "good neighbors." They should be made attractive by proper landscaping. The conduct of the playground should be such that no one would be disturbed by having a playground near.

Yards Should Be Fenced.

All yards should be fenced, not only for the protection of the children, but for the protection of the community. Unfenced yards become gathering places where nuisances are committed.

Drinking Fountains.

All grounds should be supplied with drinking fountains.

Landscaping.

All fences should be set in from the street sufficiently far to provide a strip for landscaping. A few bushes and trees should be banked against the fence, with a strip of lawn on the outside. Fences may be covered in a very attractive manner with vines, such as honeysuckle and ivy.

* For size of playground see Chapter V.)

Grading.

The secret of a good playing surface, whether composed of lawn, clay, or oil macadam, is drainage. This usually means a well-drained subsoil and a firm surface from which all surface water will readily flow. Drain tile will have to be installed for turf only where the subsoil is so heavy that it will not allow natural drainage. On concrete or oil macadam surfaces a sufficient pitch should be given to all courts to insure that water will run off quickly. With proper top drainage, it will be possible to play on the surface a half-hour after a heavy rain.

Surface.

The exact type of surface needed for play areas depends upon the use to which it is to be put. Two types of play areas must be considered.

1. *Surface Where an Accurate Bounce or Roll is Necessary.*—In this group will come tennis, handball, basket-ball, croquet, roque, bowling, putting-greens, and a number of minor games.

(*a*) Turf is the best all-round surface, but it is expensive to install and to maintain. Turf holds the moisture after a rain, so that play is impossible for a considerable length of time. There is no substitute for turf for bowling-greens and putting-greens.

(*b*) Cement is expensive to install and is too firm a playing surface unless covered with asphalt.

(*c*) Clay can be used to advantage if well drained. It, however, requires considerable upkeep.

(*d*) Oil macadam is probably the best compromise from the standpoint of expense, upkeep, and use. It is not expensive to install, requires little care, and can be played upon immediately after a rain. The following gives the method of installing this type of surface:

(1) Preparation of the Subgrade.—No successful surface can be obtained unless the subgrade is firm and level. In some cases, rolling will be necessary, while in others, playgrounds which have been used for some time present a surface already sufficiently firm.

(2) The lower course of stone should consist of stone ¾-inch to 1½ inches in diameter and to a depth of 2½ inches. This should be rolled, smoothed, and where necessary bound with clay. When a surface already

firm and level is used as a subgrade, this lower course of stone may be omitted.

(3) The upper course should consist of stone ½-inch in diameter and to a depth of 1½ inches. This should be rolled and smoothed until it becomes firm.

(4) First Application of Oil.—Grade "E" asphalt should be applied by spray or by hand at the rate of from one-half gallon to one gallon per square yard of surface. The oil should be allowed to penetrate into the surface for not more than twenty-four hours and then should be covered by a thin layer of broken-stone screenings, of a size not larger than would pass through a 1-inch mesh, nor smaller than would be retained on a screen having a ⅛-inch mesh. Sufficient screenings should be applied to absorb the oil, and screenings to be spread uniformly over the area. The entire surface should then be rolled thoroughly until it is smooth, hard, and compact.

(5) Second Application of Oil.—Before the second coat of oil is applied, all places upon the surface which show an excess of screenings should be swept clean. The second application of oil should be spread at the rate of ¼ to ¾ of a gallon per square yard. This coat of oil should be covered with coarse sand or dust applied in sufficient quantity to take up the oil. The surface should then be thoroughly broomed and rolled. Additional sand should be applied from time to time to take up any excess of oil.

Inasmuch as surface conditions vary in different localities, expert advice should always be secured from local paving experts.

2. *General Play Area.*

(*a*) Here, again, turf is from many standpoints the best playing surface. It is clean and dustless and is well adapted to games where there is liable to be falling, rolling, and tumbling. The expense in most parts of the country, however, makes turf out of the question.

(*b*) A clay or adobe surface may be cheaply treated with a thin coat of rock dust and oil. It in no way becomes as satisfactory for general play as turf or loam. The oil and rock dust, however, eliminate the "stickiness" which is characteristic of such soils in wet weather.

(*c*) Sandy loam makes a fine surface. It has all of the virtues of the turf surface, save that it becomes very dusty. It is better than

turf in that it is cheaper to install and maintain; also, it can be used sooner after a hard rain. The dust may be eliminated by two methods, both of which are satisfactory:

(1) Water.—Daily sprinkling will so pack the top soil that there will be little annoyance from dust. This, however, requires additional caretaker service.

(2) Calcium Chloride.—This chemical is a natural dust-layer. The calcium chloride draws moisture from the air and in some instances from the soil itself. The use of it has passed beyond the experimental stage. It may be applied to the amount of 2 pounds to the square yard. One application of this amount early in the spring and a light application in midsummer will be sufficient. The cost of treatment is about 4 cents a square yard per year. (See page 294 for reference to catalog.)

Layout of the Playground.

Great care should be given to the placement of the various courts and fields and apparatus. Courts should generally face north and south, thus keeping the sun out of the eyes of the players.

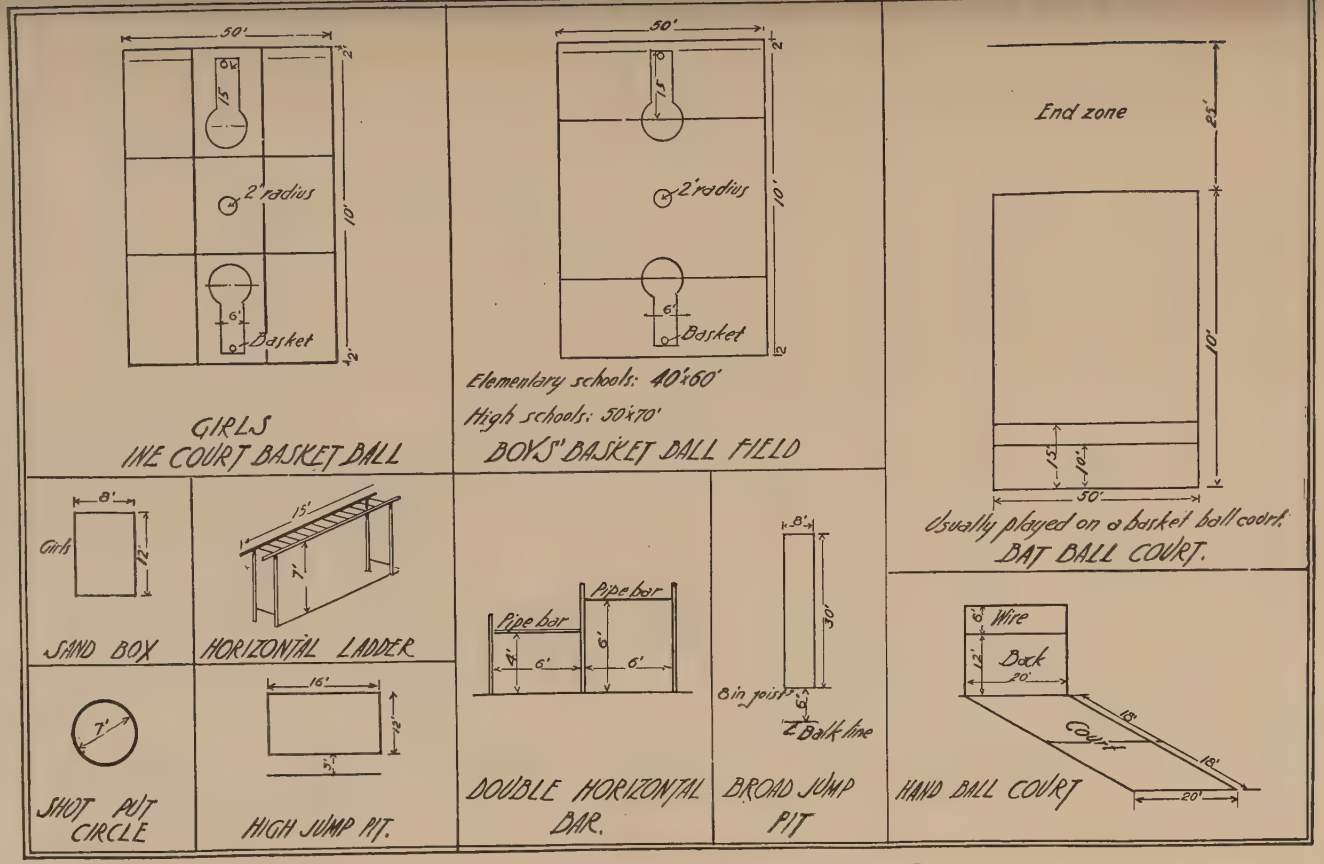
Certain sections should be reserved for small children in the most protected part of the ground. Girls should have a certain portion of the ground for their games. Formerly the girls' section was fenced off from the boys' section, but that practice is no longer followed.

Apparatus and courts should be placed around the sides of the plot of ground, thus leaving the center of the plot for common activities. This center may be used at one time for baseball and at other times for football, soccer, hockey, play days, May Days, etc.

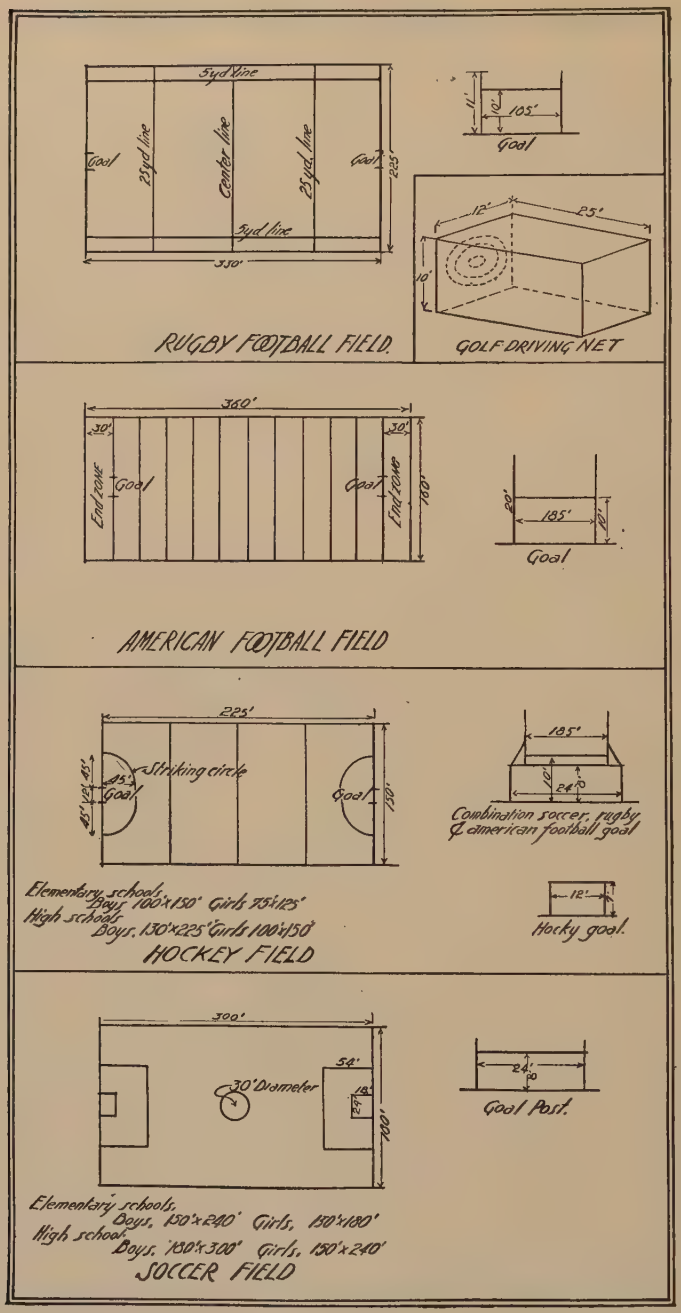
Lighting of Playgrounds.

A number of successful plans have been worked out for the lighting of playgrounds so that evening activities may be carried out quite successfully. In fact, the lighting has been so successful that it is possible to play tennis, which probably requires more accurate light than any other game. See bibliography for names of firms specializing on playground lighting equipment.

Administratively, great care must be taken to supervise evening activities outdoors. Unless proper supervision can be worked out, lighted grounds become a gathering place for undesirable characters and thus defeat the purpose for which the playground is maintained.



COURT AND APPARATUS SPECIFICATION, CHART NO. I



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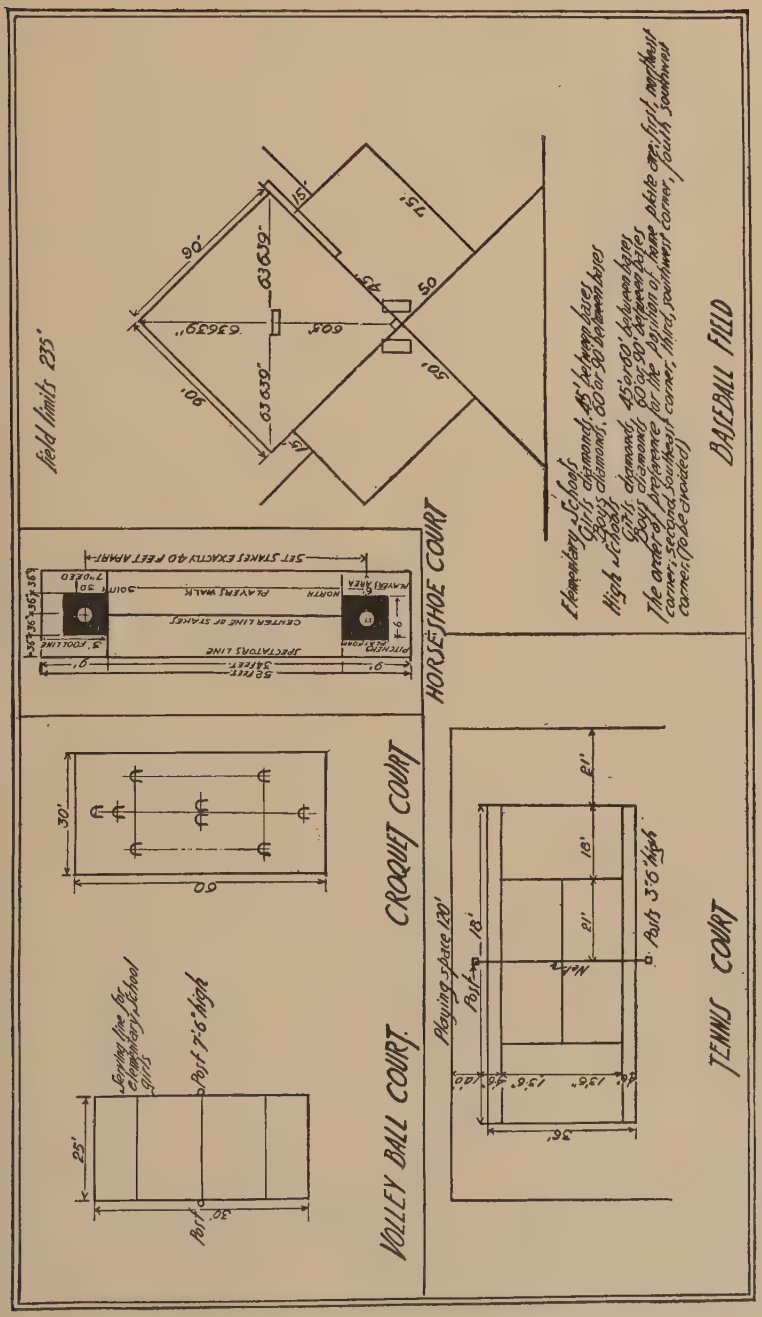
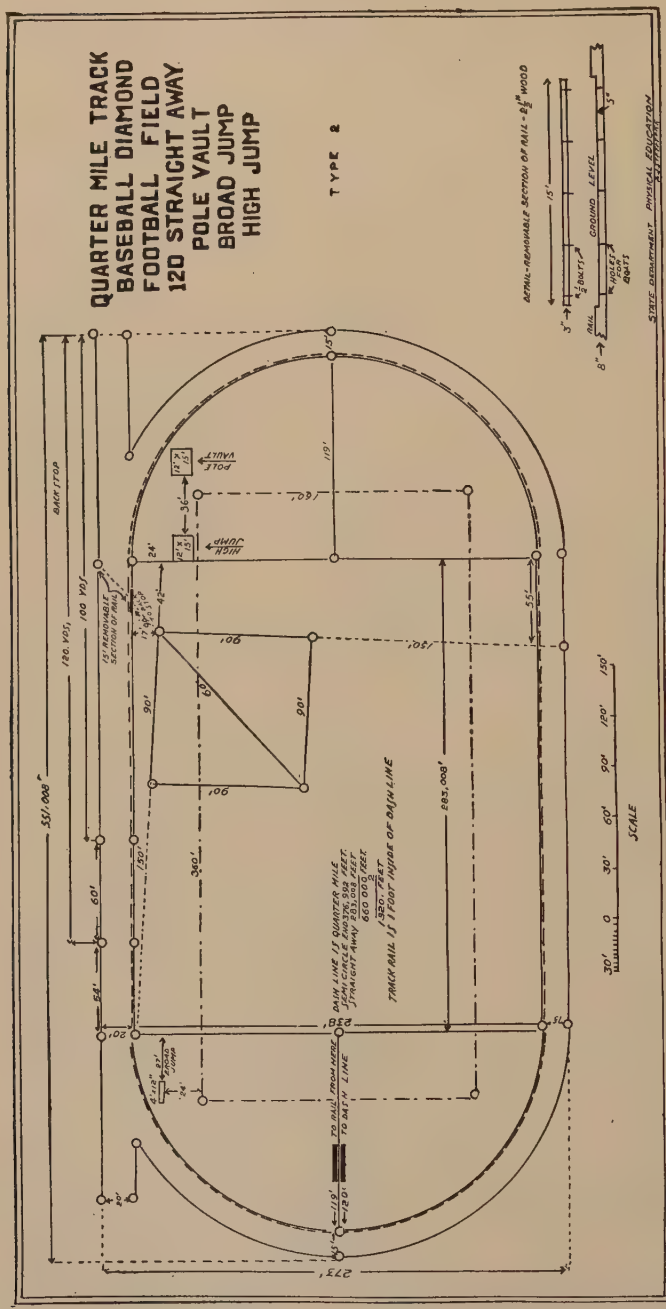


COURT AND APPARATUS SPECIFICATION, CHART NO. III



Courtesy California State Board of Education

LAYOUT OF ATHLETIC FIELD

Apparatus.

The early conception of a playground was one that was largely covered by apparatus. This, however, is not the case in the modern playground. Team-game activities are much more important than individual activity on the apparatus. For that reason most of the ground is left free for such team-game activities. Apparatus should be selected with a view to being used in particular activities in one of the following sections of the grounds.

Small children's sections
Girls' section
Boys' section

In addition to the above criteria, the following elements should be given careful consideration in the selection of apparatus:

1. *Usefulness.*—No apparatus should be placed on the ground unless there is ample evidence that it will be continuously and extensively used. Many novel pieces of apparatus are apparently attractive to children but have no lasting appeal.

2. *Safety.*—All complicated, freak apparatus and high apparatus should be avoided. (See page 101.)

3. *Expense.*—It is highly advisable to equip ground for games such as basket-ball, volley-ball, tennis, soccer, and baseball before expensive pieces of apparatus are purchased.

4. *Space Available.*—Greater care must be taken in the selection of apparatus for small playgrounds than for large playgrounds. On small playgrounds apparatus will have to be shared by children with great age variations; therefore, only such apparatus as will be suitable for all children should be selected.

5. *Supervision Needed.*—Many types of apparatus require careful supervision. Where possible, these items should be avoided. Directors' time is much more valuable for the conduct of games.

Surface Under Apparatus.

Special types of surface which will form a soft mat should be provided under apparatus where there is a possibility of children's falling. This applies especially to the swing, the slide, the bars, the traveling rings, and the sliding poles.

The best type of mat to be used under such apparatus is shavings. The shavings should be inclosed in a box above the ground.

This box should be made out of 2 × 12 inch boards set on edge. This box constructed above the ground prevents the shavings from blowing away. Occasional wetting of the shavings or mixing the shavings with sawdust or sand helps also to keep them from blowing away. Some cities have used ground cork under apparatus and have found it quite successful. (For names of firms handling ground cork, see bibliography.)

General Layout Required for All Grounds.

1. *Fence.*—It is important that the playground should be fenced. (See page 269.)
2. *Surface.*—Ground should be properly surfaced to meet the requirements of the various games. (See page 270.)
3. *Pipe for Water.*—Playground should be piped so that grounds may be sprinkled.
4. *Drinking Fountains.*—Drinking fountains should be installed.
5. *Landscaping.*—(See page 268.)
6. *Care.*—Playgrounds should have ample janitor service.

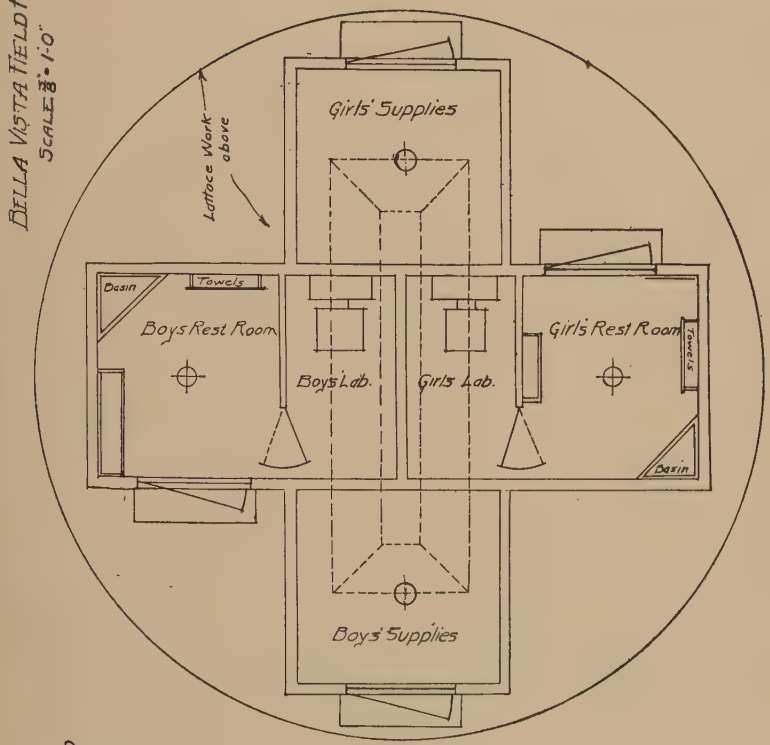
FIELD HOUSES

The school buildings should be so arranged that wash-rooms and lavatories will open on the playground, in order that they may be used after school hours and at vacation time. Inner doors should be so equipped that they may be locked and that access can not be had to the other parts of the building. Wherever possible, the auditorium and the kindergarten room should be accessible for use on non-school days.

In the absence of properly equipped school buildings, field houses will have to be built. A number of types of field houses are suggested:

Type 1.

This is the smallest possible unit. It consists of two lavatories, a small room for playground supplies, and a small room for the janitorial supplies.

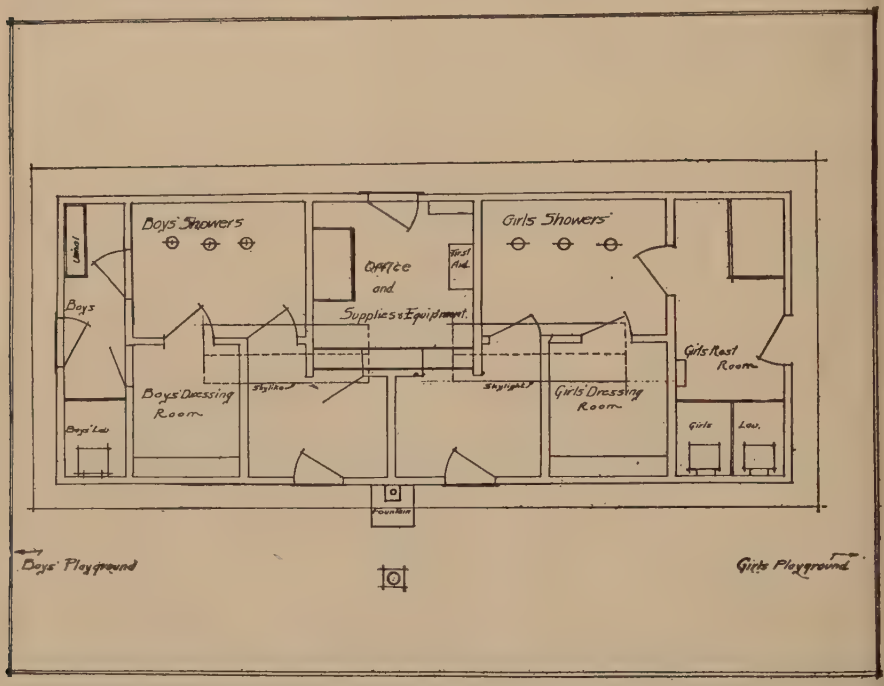


BELLA VISTA FIELD HOUSE
SCALE 1/8" = 1'-0"

SIMPLE INEXPENSIVE FIELD HOUSE

Type 2.

A slightly elaborate plan might consist of a small office, and two small dressing-rooms combined with lavatories and wash-room.

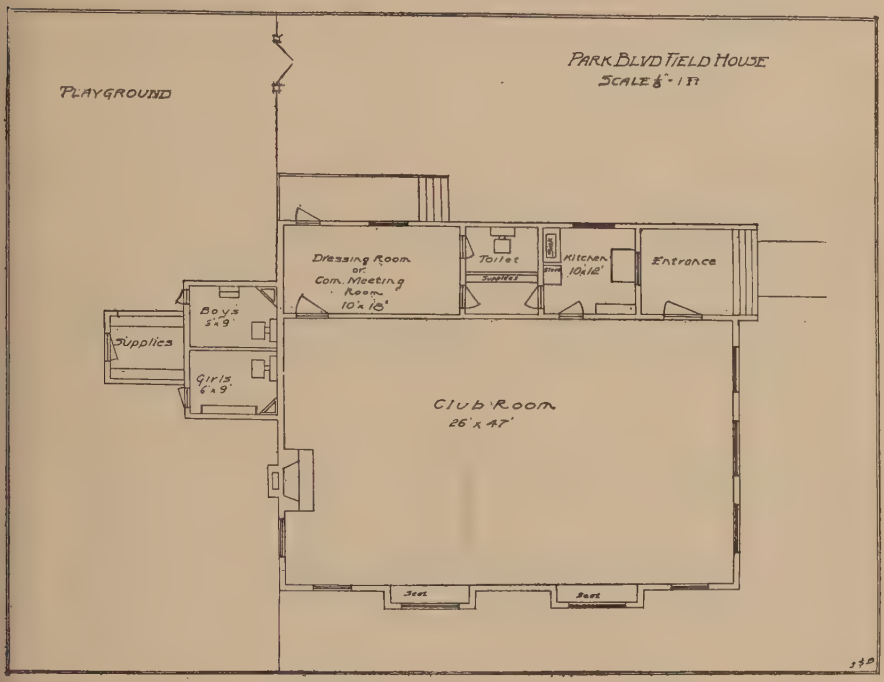


FIELD HOUSE WITH SMALL SHOWER AND DRESSING ROOM

Sometimes it is advisable to have a field house of this type even where there is a school building near by. Many school buildings are not constructed so that the lavatories and the showers are available after the regular school hours, on Saturdays and in vacations. From the standpoint of administration it is better to have such a small building than to attempt to open portions of a large school plant. A school building can be arranged so that the showers and lavatories can be opened without exposing the rest of the school plant.

Type 3.

A more elaborate unit is here shown, which includes all the above features, plus a small club room and a kitchenette.



FIELD HOUSE WITH SMALL CLUB ROOM

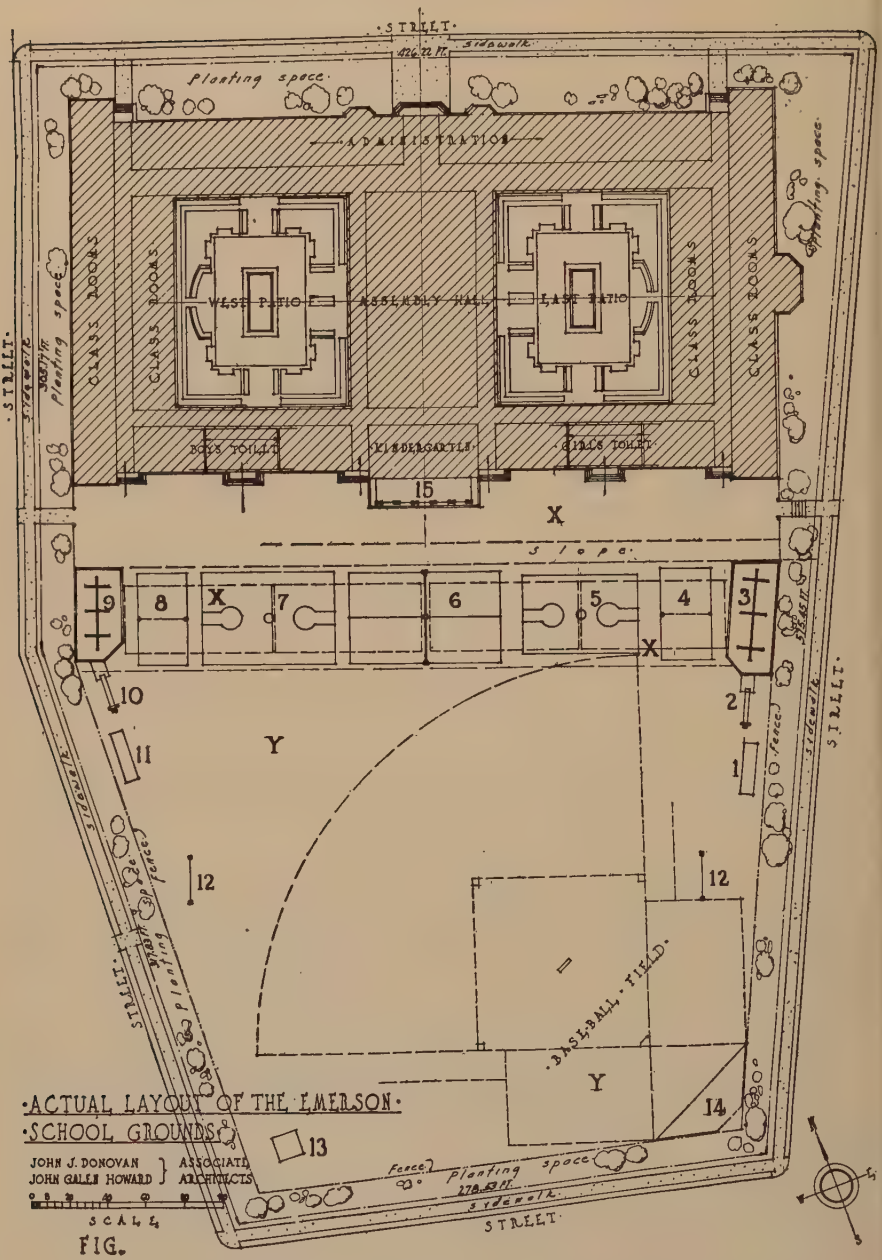
Type 4.

Numerous types of elaborate field houses have been built in many cities. These all vary as to layout, but as a rule contain auditoriums, swimming pools, gymnasiums, reading rooms, club rooms, clinics, etc.

THE ELEMENTARY SCHOOL PLAYGROUND—THE NEIGHBORHOOD PLAYGROUND LAYOUT—EQUIPMENT—SUPPLIES (SCHOOL UNIT 600–800 CHILDREN)

Layout.

The following is a very good example of the layout of an elementary school playground. You will note the landscaping, the fencing, and that the ground is of sufficient size for baseball. Provisions are made for girls and boys and small children. It will also be noted that the lavatories and wash-rooms of the school building



A Well Laid Out Elementary School Playground

open on the yard so that they may be used when the school is not in session.

A Well-Laid-Out School Playground.*

Description of Apparatus Indicated by Numbers on Diagram.

1. *Girls' Sand Box.*—The dimensions of this are 1 × 5 × 12 feet. It is equipped with a shelf around the top, which serves either as a seat or a molding table. It is filled with a coarse grade of sand, which will not become dusty in dry weather or muddy when moistened.

2. *Girls' Slide.*—This is a medium-sized slide and equipped with a landing-pit filled with clean sand.

3. *Girls' Gymnasium Frame,* which consists of a set of six traveling rings. This particular unit has been found most satisfactory for girls.

4. *Girls' Volley-ball Court,* which has 4 × 4-inch posts set in sockets, so that they may be easily removed.

5. *Girls' Basket-ball Court*—posts set in sockets. (Numbers 4 and 5 are convertible into tennis courts during seasons when basket-ball is not played.)

6. *Double Handball Courts.*—One side for boys and the other for girls. This consists of plain handball backstops twenty feet wide, twelve feet high, with a six-foot wire extension.

7. *Boys' Basket-ball Court*—posts set in sockets.

8. *Boys' Volley-ball Court*—posts set in sockets. (Numbers 7 and 8 are convertible into tennis courts.)

9. *Boys' Gymnasium Frame.*—Unit selected for boys' gymnasium frame is one horizontal bar, one climbing-pole, one climbing-ladder, two sets flying-rings.

10. *High Slide for Boys,* equipped with landing-pit filled with sand.

11. *Sand Box for Boys,* equipped as Number 1.

12. *Soccer Posts,* made of 6 × 6-inch posts. Size of field is reduced to 50 × 80 yards, which has proved satisfactory for school playground purposes. Hockey is played on this field.

13. *Jumping-pit,* filled with shavings.

14. *Wire-cage Backstop* for baseball.

15. *Open Pergola Porch,* covered with canvas in the summer time, which affords a place for small children to hold club meetings and enjoy diversified play.

* For picture of this playground see page 135.

Surface marked X is an oil macadam composition, an excellent surface for court games, which can be used when it is not raining.

Surface marked Y is covered with crushed rock dust. It makes a good baseball field but is a little too hard for football—sandy loam would be better.

Equipment.

The following standard equipment will be needed on the neighborhood playground. (See 282 for further description.)

1. *Kindergarten and Grades One to Four Inclusive:*

Sand box	6′ × 12′
Low horizontal bars	3½′ high × 8′ long 4½′ high × 8′ long
Horizontal ladder	5½′ high × 16′ long
Gymnasium frame, 2 sets flying-rings and 2 swings. (See page 319)	10′ high × 18′ long
Low slide	8′ high, 16′ bedway
Net-ball court—volley-ball posts	25′ × 50′
Bat-ball court—no posts	35′ × 70′
Kickball court—no posts	15′ to 30′ base lines
Supply box	with padlock

2. *Grades Five and Six.* Add the following to above list when including equipment for grades five and six:

Boys—Gymnasium frame—climbing-pole, horizontal bar, 2 sets flying-rings	(See page 282)
Basket-ball court	40′ × 60′ baskets 9′ above ground
Handball court	(See page 273)
Baseball field	60′ base lines
Volley-ball court	25′ × 50′
Broad-jump pit	8′ × 20′
High-jump pit	12′ × 16′
Soccer field	150′ × 240′
Girls—Gymnasium frame—6 traveling rings	(See page 282)
Basket-ball court	40′ × 60′ baskets 9′ above ground
Handball court	(See page 273)
Volley-ball court	25′ × 50′
Baseball field	45′ base lines

Supplies.

1. *Kindergarten Age.* Standard unit 50 children.

Items	Amount	Approximate Cost
Bounce-balls	3	$1.00 each
Volley-balls	2	3.50 "

Indian clubs	4	.25 each
Lacing needles	1	.10 "
Extra laces—shoestring	2	.02 "

The following items will occasionally be used by the kindergarten group and are included in the list under the heading "General Supplies" and allowed on the basis of school and playground unit.

Soccer and volley-ball bladders
Repair kit
Inflator

Per capita cost for one year (school and playground) $0.25.

2. *First and Second Grade Children.* Standard unit 100 children.

Items	Amount	Approximate Cost
Bounce-balls	4	$1.00 each
Volley-balls	3	3.50 "
Indian clubs	4	.25 "
Lacing-needle	1	.10 "
Extra laces—shoestring	3	.02 "

The following items will occasionally be used by this unit and are included in the list under the heading "General Supplies" and allowed on the basis of school unit.

Soccer and volley-ball bladders
Repair kit
Inflator
Laces and needles

Per capita cost for one year (school and playground) $0.25.

3. *Third and Fourth Grade Children.* Standard unit 100 children.

Items	Amount	Approximate Cost
Volley-balls	3	$3.50 each
Soccer balls	3	6.00 "
12" Playground balls	6	1.25 "
Playground bats	3	.75 "
Handballs	4	.25 "
Indoor bases—set of 3	1	.75 "
Rubber home plate	1	.35 "
Indian clubs	4	.25 "
Lacing-needle	1	.10 "
Extra laces—rawhide	3	.05 "
Extra laces—shoestring	3	.02 "

The following items will occasionally be used by this group unit and are included in the list under the heading "General Supplies" and allowed on the basis of school and playground unit.

Soccer and volley-ball bladders
Gymnasium mat
Repair kit

Per capita cost for one year (school and playground) $0.45.

4. *Fifth, Sixth, Seventh and Eighth Grade Children.* Standard unit 200 children.

Items	Amount	Approximate Cost
Soccer balls	4	$6.00 each
Volley-balls	3	3.50 "
12" Playground balls	6	1.25 "
Playground bats	4	.75 "
9" Playground balls	6	.85 "
Basket-balls (welted seams)	4	7.00 "
Handballs	6	.25 "
Tennis balls	3	.35 "
Indoor bases—set of 3	1	.75 "
Rubber home plate	1	.35 "
Paper cambric, bright color for marking teams	3 yds.	.15 yard
Indian clubs	4	.25 each
Lacing-needle	1	.10 "
Extra laces—rawhide	3	.05 "
Extra laces—shoestring	3	.02 "

The following items will occasionally be used by this group unit and are included in the list under the heading "General Supplies" and allowed on the basis of school and playground unit.

Gymnasium mat
Inflators
Stop watches
Volley nets
50′ tapes
Tennis nets
Tennis rackets
Lime marker
Cold-water paint
Paint brush
Soccer and volley-ball bladders
Basket-ball bladders
Repair kit

Per capita cost for one year (school and playground) $0.60.

5. *General Supplies for Playground.* Standard unit 200 children.

(The cost of the following general supplies is included in the preceding per capita estimate.) These supplies are needed for the

proper conduct of activities on a playground, distinct from the supplies specially needed for the various age groups as outlined above.

Items	Amount	Approximate Cost
* Volley-balls	2	$3.50 each
* Soccer balls	2	6.00 "
* Handballs	2	.25 "
* Tennis balls	2	.35 "
* Extra laces—rawhide	3	.05 "
* Extra laces—shoestring	3	.02 "
† 9" Playground balls	2	.85 "
† 12" Playground balls	2	1.25 "
‡ Playground bats	2	.75 "
‡ Basket-balls	2	7.00 "
‡ Volley net	1	2.25 "
‡ 50' Tape	1	.75 "
§ Tennis rackets	2	4.00 "
§ Volley-soccer bladders	2	.50 "
‡ Basket-ball bladders	2	.50 "
Paper cambric, bright colors, for marking teams. (Add 3 yds for each 300 pupils)	3 yds	.15 yd.
|| Indoor bases (set of 3)	2 sets	2.25 set
|| Rubber home plates	2	.35 each
|| Indian clubs (set of 4)	2 sets	.25 "
|| Lacing-needles	2	.10 "
¶ Cold-water paint	1 pkg.	1.00 pkg.
¶ Repair kit	1	1.25 each
Tennis net for each available court	1	6.00 "
¶ Paint brush	1	1.25 "
¶ Inflators	2	1.00 "
Gymnasium mat	1	45.00 "
Stop watch. (Any school with 5th, 6th grade, or above	1	12.50 "
Lime marker	1	2.25 "
** Official baseballs	6	1.25 "
** Official bats	3	1.75 "
** Catcher's mask	1	5.00 "
** Chest protector	1	5.00 "
** Catcher's mitt	1	6.00 "
** First-base mitt	1	4.00 "
** Filled bases (set of 3)	1 set	6.00 set

* Add 1 for each additional 100 pupils.
† Add 2 for each additional 100 pupils.
‡ Add 1 for each additional 200 pupils.
§ Add 2 for each additional 200 pupils.
|| Add 2 sets for 500 pupils or above.
¶ Add 1 for 500 pupils or above.
** Where playground conditions permit.

It will be noted that the cost of supplies for all playground and school activities for the year ranges from 25 cents per capita in the lower-age levels to 60 cents per capita in the upper-age levels. This cost is considerably less than the cost of a textbook.

The supplies in physical education and playground activities are the tools with which the teachers work.

THE JUNIOR AND SENIOR HIGH SCHOOL

THE DISTRICT PLAYGROUND

JUNIOR HIGH SCHOOL EQUIPMENT

(UNIT 1,200–1,500 CHILDREN)

General Layout Requirements.

(See page 278.)

Girls' Equipment.

All apparatus should be set in cement and all posts should be set in boxes.

1.	Hockey and soccer field (combination posts)	130′ × 180′
2.	Three baseball diamonds	45′ to 60′ base lines
3.	One croquet court (restricted group)	30′ × 60′
4.	One archery lane	50 yards
5.	Two tennis courts	60′ × 120′
6.	Four basket-ball courts	40′ × 70′
7.	Four handball courts	(See page 273)
8.	Two volley-ball courts	25′ × 50′
9.	Golf-driving net or cage	(See page 274)
10.	One set traveling rings (6 rings)	(See page 282)
11.	Supply box—with padlock.	

Boys' Equipment.

(See further description on page 282.)

1.	Soccer field	150′ × 240′
2.	Baseball field with backstops	60′ × 90′ base lines
3.	Two tennis courts	60′ × 120′
4.	Four basket-ball courts	40′ × 70′
5.	Two volley-ball courts	25′ × 50′
6.	Four handball courts	(See page 273)
7.	One high-jump pit	12′ × 16′
8.	One broad-jump pit	8′ × 25′
9.	Golf-driving net or cage	(See page 274)
10.	Two horizontal bars	Length, 6′ Heights. 5′ and 6′ 6″
11.	Lane 12 feet wide for running.	
12.	One set volley-ball standards (portable)	
13.	One set high-jump standards.	
14.	Supply box with padlock.	

Supplies.

Items	Amount	Approximate Cost
Volley-balls	12	$4.50 each
Soccer balls	12	7.00 "
Basket-balls (welted seams)	12	7.00 "
Basket-balls (indoor)	2	8.00 "
Footballs	2	6.75 "
Handballs	24	.25 "
9" Playground balls	24	.85 "
12" Playground balls	12	1.25 "
Playground bats	6	.75 "
Bases (filled)	2 sets	3.00 each
Indian clubs	3 sets	.25 "
Volley-nets	4	2.50 "
Tennis balls	12	.50 "
Tennis nets	2	6.00 "
Tennis rackets	6	5.00 "
50′ tapes	2	.75 "
Inflators	2	1.00 "
Lacing-needles	4	.25 "
Extra laces—rawhide	24	.05 "
Extra laces—shoestring	12	.02 "
Basket-ball bladders	6	.50 "
Volley-soccer bladders	6	.50 "
Gymnasium mats (2″ × 5′ × 10′)	2	45.00 "
Stop watches	2	12.50 "
Lime markers	2	2.25 "
Paint brushes, 2″	2	1.25 "
Cold-water paint—5-lb. pkgs.	4 pkgs.	1.00 "
Official balls	18	1.25 "
Official bats	6	1.75 "
Catcher's mask	1	5.00 "
Chest protector	1	5.00 "
Catcher's mit	1	6.00
Golf clubs (2 drivers, 2 midirons, 2 mashie, 2 putters)	8	3.50 "
Golf balls	24	.75 "
Bows (24 to 36 pound pull)	6	12.50 "
Arrows	48	1.25 "
Targets	2	8.00 "
Extra target faces	2	2.00 "
Extra string for bows	2	1.50 "
Extra tips for bows	6	.50 "
Arm guards	6	1.50 "
Quoits (set of 4)	8	2.00 set
Horseshoes (set of 4)	8	4.00 "
Bean bags (restricted group)	12	.30 each
Bean-bag boards	2	2.00 "

Items	Amount	Approximate Costs
Cambric, bright color, for marking teams	6 yds.	.15 yd.
Basket-ball goal nets (indoor)	4	.45 each
Repair kits (2 tubes cement, 1 cone wax, 1 pkg. needles, 2 spools linen thread, 2 rolls bicycle tape)	2	1.25 "
Indoor bases (set of 3)	3 sets	2.25 set
Rubber home-plates	3	.35 each

Per capita cost for one year (school and playground) $0.65.

SENIOR HIGH SCHOOL EQUIPMENT

(UNIT 1,800 CHILDREN)

Girls' Equipment.

All apparatus should be set in cement, and all posts should be set in boxes. (See further description on page 278.)

1.	Hockey or soccer field (combination posts)	130′ × 180′
2.	Three baseball diamonds—between bases	45′ × 60′
3.	One croquet court (restricted group)	30′ × 60′
4.	One archery lane (restricted group)	50 yard course
5.	Two tennis courts	60′ × 120′
6.	Four basket-ball courts	50′ × 80′
7.	Four handball courts—backstop 12′ × 20′—space	30′ × 50′
8.	Golf-driving net or cage	(See page 274)
9.	Two volley-ball courts	25′ × 50′
10.	Two archery frames.	
11.	Supply box, with padlock.	

Boys' Equipment.

(See further description on page 278.)

1.	A field large enough for a quarter mile track which should include inside track:	
	a. Football field with goal posts	160′ × 360′
	b. Tackling dummy posts and pit	
	c. Soccer field with goal posts	(See page 274)
	Note.—One combination set of goal posts for American and soccer football may be erected.	
2.	Two tennis courts	60′ × 120′
3.	Four basket-ball courts	50′ × 80′
4.	Two volley-ball courts	25′ × 50′
5.	One discus circle	8′ circle
6.	One shot-put circle	7′ circle
7.	One high-jump pit	12′ × 16′
8.	One broad-jump pit	8′ × 30′

9. One pole-vault pit..... 12′ × 16′
10. Four handball courts..... (See page 273)
11. One outside spring board and sand pit.
12. Two horizontal bars (1 adjustable for fence vault).. 6′ × 6′ high
13. Golf-driving net and cage..... (See page 274)
14. Bleachers for 2000 people.
15. Pole-vault standards.
16. High-jump standards.
17. Forty hurdles.
18. Shot-put toe-board.
19. Supply box, with padlock.

Supplies

Items	Amount	Approximate Cost
Volley-balls	12	$5.00 each
Soccer balls	12	8.00 "
Footballs	18	6.75 "
Handballs	36	.25 "
Basket-balls (welted seams)	12	7.00 "
Basket-balls (indoor)	12	10.00 "
Basket-ball goal nets	4	.45 "
Volley-ball nets	6	2.50 "
9″ playground balls	24	.85 "
12″ playground balls	48	1.25 "
Playground bats	12	.75 "
Indoor bases	12	.75 "
Home-plates (rubber)	4	.35 "
Bases (filled)	6	3.00 "
Official balls	72	1.25 "
Official bats	18	1.75 "
Catcher's masks	2	5.75 "
Catcher's mitts	2	10.00 "
Chest protectors	2	5.00 "
Tennis balls	48	.50 "
Tennis nets	2	12.50 "
Tennis rackets	12	5.00 "
50′ tape	4	.75 "
Golf clubs (4 drivers, 4 midirons, 4 putters, 4 mashies)	....	3.50 "
Golf balls	48	.50 "
Bows (24 to 36 lb. pull)	6	12.50 "
Arrows	72	1.25 "
Targets	3	8.00 "
Extras faces for target	3	2.00 "
Extra bow strings	3	1.50 "
Extra bow tips	6	.50 "
Arm guards	6	1.50 "
Hockey balls	12	1.00 "

Items	Amount	Approximate Cost
Hockey sticks (set of 12)	48	$3.00 each
Vaulting-poles (2—12′ and 2—14′)	4	7.00 "
Cross-bar, 14′	12	1.00 "
Mass balls	2	18.00 "
Quoits (set of 4—1½ lb.)	16	2.00 set
Horseshoes (set of 4—1½ lb.)	12	4.00 "
Darts	12	.10 each
Dart targets	2	1.50 "
Cold-water paint (5 lb. pkgs.)	4	1.00 "
Paint brushes, 2½″	2	1.25 "
Extra laces—rawhide	48	.05 "
Extra laces—shoestring	12	.02 "
Inflators	4	1.00 "
Lacing-needles	12	.25 "
Cambric, bright colors, for (marking teams)	12 yds.	.15 yard
Extra basket-ball bladders	6	.75 each
Extra volley-ball bladders	6	.60 "
Extra soccer bladders	6	.65 "
Extra football bladders	6	.65 "
Repair kits (2 tubes cement, 1 cone wax, 1 pkg. needles, 2 spools linen thread, 2 rolls bicycle tape)	2	1.25 "
Repair allowance	....	15.00 year
Rule books	10	.25 each
Score books	4	.25 "
Home-plates (rubber with spikes)	2	8.50 "
Lime	1 barrel	1.50 barrel
Ammunition for starting gun	4 boxes	.65 box
Croquet set	1	6.00
Shin guards (hockey)	24	1.35
Shin guards (baseball)	1 pair	6.35
Music (for dancing)	....	10.00
Tackling-dummy	1	22.50
Lacing-device	2	6.00 each
Megaphones	6	.50 "
Whistles	6	.75 "
100′ chalk line	....	.50
Gun—starting gun	1	20.00
Stop watches	2	22.50 each
8-lb. shot	2	1.50
12-lb. shot	2	2.25
Discuses	2	6.00 each
Lime marker	2	1.25
50′ tape (steel)	1	4.00
Indian clubs (on 5″ base) (set of 4)	3 sets	.50 each

Per capita cost for one year (school and playground) $0.90.

It is especially interesting here to note that many park and recreation commissions are supplementing the size of high school grounds in order to meet the needs of the increased attendance. This is in line with our method of cooperation noted in other chapters. (See picture page 123, as to what is being done in connection with the various high schools in Portland, Oregon.) You will note that park departments are providing large park fields adjacent to buildings.

(See page 71 as to amount of space needed for a high school.)

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CHAPTER XVIII

WHAT SHALL BE THE PROGRAM OF ACTIVITIES OF THE SCHOOL-AGE CHILD? *

It is not primarily within the province of this book on administration to go very thoroughly into the program of activities. It is, however, within the province of administration to determine the policies governing the selection of departmental activities. A discussion of putting these policies into practice would carry us over into the field of the organization of the children in activities. This will have to be reserved for another treatment.

Considerable light has been shed upon the selection of activities in Chapter IV, on objectives. It might be well for the reader to go back and review the discussion of that particular Chapter.

ANALYSIS OF ACTIVITIES

All education from the standpoint of a child is resident in activities sometimes designated as experiences. These activities which start as play activities and which eventually merge with and mingle into work activities are classified by Professor Clark W. Hetherington as follows:

Big-muscle activities
Linguistic activities
Manual activities
Environmental activities
  General science activities
  Social science activities
Musical activities

A careful analysis of these activities is given by Professor Hetherington, showing that they become the basis of all education and upon these activities a complete educational program can be built. They may all be thought of as play activities.

* A book is just going to press by Professor Clark W. Hetherington covering in a most complete manner the subject of activities in accordance with age needs.

Some fifteen years ago Professor Hetherington remarked that he could set up a school alongside a playground and draw every child voluntarily from the playground to the school. He was given an opportunity to demonstrate that it could be done when the play school at the University of California was established. This play school, now being carried on by Dr. Daisy Hetherington, has been running continuously ever since.

The question facing any recreation department then becomes: What shall we choose from among the play activities? This question should be answered after deciding which of the activities are the most important from the standpoint of the development of the child and which elements are being stressed least by other departments of the school and by other agencies in the community.

It is important here to note that the activities in this chapter relate to the problem of the school-age child and not to the community problem. Particular attention is called to the fact that this is a discussion of play activities and not a discussion of recreation activities. An entirely different policy may be wise in the selection of a program of activities for the community; namely, the children who have dropped out of school, and adults who are above the school age.

Manual, Musical and Dramatic Activities.

In addition to the big-muscle activities, or the play activities, as they are generally known, many recreation departments include types of musical and manual play activities.

It is quite obvious that both the musical and the manual activities are receiving particular stress by the public school as it is at present organized. Universal training in music is not uncommon in most communities. Special departments in our modern schools of education are training music teachers.

Beginning with the small child and extending throughout the school period, systematic instruction is being given in music. This includes not only vocal instruction and instrumental instruction, but opportunities for participation in glee clubs, orchestras, bands—these are rapidly being extended to the point of universality. It is obvious that such a complete program can not be duplicated on the playground.

In connection with manual activities a similar situation exists. Beginning with about the fifth grade, school children are given opportunity for manual activities. Boys are being scheduled to

go to the manual training shop, and girls to the domestic science laboratory, just as they are being scheduled to go to their English and History. Later on, opportunity is given for specialization in particular vocational departments. The playground people can not hope to duplicate this excellent program.

Many other types of interesting activities are being made universal in the public school. These activities include, in the early grades, paper cutting, crêpe-paper activities, toy making, etc. Later these activities include sketching, modelling, china painting, together with activities in connection with leather, silver, and copper. It is obvious that the school is the place where such activities can be carried on systematically for all children.

In connection with the earliest grades, emphasis is being placed upon dramatics. This starts with the acting of story plays and continues through the schools, in which there is an extensive program in the production and staging of plays. These opportunities go much farther than just the opportunity for the child to act, and include the production of plays, the management and staging of plays, the making of stage scenery, and the arranging of stage lighting.

With these activities being carried on so extensively by the school, it is obvious that they could not be duplicated on the playground.

It must be noticed that the one play activity which is not being stressed by other departments of the school is the big-muscle type of play. No department of the public school is stressing this save the physical education arm combined with the playground.

The combination of the physical education and playground departments, which is the main recommendation of this book, is charged solely with the responsibility of carrying out the big-muscle phase of the play activities.

As an additional thought in connection with the school program, it should be evident that the big-muscle play program is absolutely essential both in and of itself and as an antidote to a great many of the strain-producing activities which occur in the schoolroom. Of the strain of many of the activities of the present school program, Jennings says:

"Entrance to school stops or slows the growth of the child. Its sedentary life, bad air and mental strain destroys or weakens the appetite and decreases the respiration. Actual counts show a decrease in the number of red corpuscles, on which respiration depends. Hence the chemical processes of the

body become disarranged; malnutrition with all its attendant evils comes into view. Resistance is lowered; the bacterial blights are given an opportunity. Study shows that all sorts of morbid states increase greatly as the children progress further in school; headaches, nosebleed, eye troubles, insomnia and other nervous disorders become commoner; tuberculosis increases. Further, by continued repression of many of the powers, and by forcing activity in powers not yet ready, strain is brought about; spontaneity is done away with; interest in work is destroyed; the instinct of workmanship rooted out, hate for work cultivated in place of love for it.

"No one maintains that these things happen to all children, but that there is a tendency toward such results no one will deny. No one will maintain that these are all that the school does; every one will admit, on the contrary, that the good done by the school is greater than all this evil. We can not leave our children uninstructed. But the pertinent question is—Is there any necessity for these evil effects along with the good ones?"

(Suggestions of Modern Science Concerning Education, page 48.)

"The question must be answered—No! The good can be done without the evil. Schools already exist in which most or all of the evils have been done away with. If accounts are to be trusted, in some of the open-air schools the health and development continually improve as compared with children not in school; at the same time they make better intellectual progress. Schools are now carried on where individuality and spontaneity are cultivated, not repressed; where strain is not allowed to play its fearful part; where love for work, not hatred of it, is developed. The movement for increased activity in schools for greater opportunity for play; for shortening of the hours of sedentary labor, is tremendously improving schools in the more advanced communities. Time does not permit my speaking of these. But the conditions are not hopeless; on the contrary, there is full knowledge available for correction of the evil conditions wherever they exist; all that is required is that people shall realize that the conditions are bad, and shall act to change them; shall be willing to spend money to change them. The great obstacle to better conditions is not that no one knows how to make them better; it is rather a failure to realize that the conditions are bad and could be changed; perhaps also the fact that schools of the sort required cost more than the old-fashioned sort. But it is *ourselves* in the next generation that are at stake; what is cost, compared to making our next selves healthful, efficient and happy?"

(Ibid., page 49.)

Jennings, himself, points the way out:

"One of the most striking things in the development of modern physiology is its gradual recognition of the great value of those pleasurable emotional states which may be classified together under the abused word 'joy,' and of the harmfulness of the opposite emotional states—anxiety, sorrow, worry,

fear, pain, and the like. The condition of happiness, of 'joy,' is that in which development is unhindered, and flourishing; in which the functions are proceeding harmoniously; while worry, fear, unhappiness, are the marks of the reverse condition of affairs; something is blocked and is going wrong."

(Ibid., page 42.)

Jennings continues:

"There is one method of the exercise of powers that is almost free from these dangers, and that is what we call play. For years play was looked upon merely as a sort of inevitable waste of time among children, but scientific study of the cultivation of these organisms has shown that play is in most respects the best, the ideal form of the exercise of the powers. Particularly is this true for the younger children, but it is in large measure true as they grow older. Play is the activity which their own natures suggest and guide; it is varied as their diverse budding capabilities require; and when free it is not carried beyond the point where one activity interferes with the development of others. The young child perhaps learns more and develops better through its play than through any other form of activity. Opportunity for varied play under healthful outward conditions is beyond doubt the chief need of children; comparative study of the mental and physical development of children to whom full opportunity for such play is given shows striking superiority, as compared with children to whom such opportunities are denied."

(Ibid., page 46.)

Not only is the big-muscle type of play not being stressed by other departments of the school, but this type of activity lays the foundation for the objectives set forth in Chapter IV. Big-muscle activities have educational values, but no adequate notion of these values or the aims of physical education can be gained by thinking merely of the activities as exercise.

A program of activities has definite objectives in and of itself. Out from the activities if guided by proper leadership will flow a program of health education, character and citizenship training. Physical education of the school and playground is concerned with these physical activities and the standards which are resident in them.

Play is the chief technique in applying these activities. Professor Hetherington says:

"The value or objectives of the so-called 'physical' activities can be understood only by psychological and physiological analyses of the result of vigorous play and its leadership on the growth and development and the character discipline of the children."

The play activities themselves become the basis of all develop-

ment. All standards of health, citizenship and character training are resident in these activities.

This lays the basis for another primary reason why we should stress the big-muscle type of play activity rather than the musical or the manual. In addition to the fact that these latter activities are already being stressed in the school, the play activities as we know them are infinitely better means for the establishment through leadership of standards for health, citizenship, and character. For these reasons it is essential that the major part of the play program be of a vigorous, big-muscle, social-game type. It is upon this basis that the selection of the activities must be made.

It is true, of course, that there should be time left for individual experimentation on the apparatus, at the workbench and elsewhere. In certain instances, such as rainy days and extremely hot days in the summer, it will be quite advisable to organize in the program such activities as top tournaments, marble tournaments, sandcraft activities and the making of toys, fancy lanterns, or crêpe-paper creations.

Most of these "stunt" activities, however, emphasize the small muscles of the hand and the eye and simply supplement the strain of the schoolroom. In addition, they are distinctly individual and thus lack the social aspect. Save for "fill-in material," these activities are practically valueless as developmental activities.

The modern school is eliminating these small-muscle activities. Surely the playground should not encourage them, save on a very limited scale.

Upon this point Dr. O'Shea says:

"As a result of investigations already concluded, one reform has been achieved in our schools. Formerly, very young children were required to perform tasks requiring a high degree of muscular control and coordination. Thus pupils in the first grade were expected to write with pens having sharp points, to do fine work in sewing, and to thread needles having small eyes. They were provided with small blocks for building purposes. In fact, all their school activities were based on the false principle that the smaller the child the more delicate his fingers and muscles and the finer and more highly coordinated tasks he should be required to perform. But this program has been completely changed in the progressive schools of our country. Instead of requiring the youngest children to do the most work, while permitting older children large freedom in this respect, the order is reversed. The youngest children now do not generally write with pens or if they do it is with those that have coarse points. The pencils they use have soft lead. The youngest children are not required to write in small spaces demanding precise muscular

control; they write a large, coarse hand. They have large blocks for building purposes. If they engage in sewing at all, they do coarse work and use large needles with large eyes."

(The Child: His Nature and His Needs, page 430.)

In confirmation of the above argument against the small-muscle activities, it is interesting to note what we might term a job analysis done by the Bureau of Recreation, Department of Education, Chicago.

The games which stand at the top of the list as preferred by boys about the age of twelve in a vote in which over ten thousand participated are:

Playground ball	Ice skating
Soccer	Swimming
Volley-ball	

At the bottom of the list are:

Lantern parades	Jacks
Poster making	O'Leary

At the top of the list as preferred by over six thousand girls are:

Ice skating	Roller skating
Volley-ball	Swimming
Hallowe'en parties	Playground ball

While at the bottom of the list are:

Marbles	Push-a-mobile
Stilts	Aeroplane
Kites	

In the same vote in which men and women as patrons and men and women as instructors participated, the following games were preferred for the children:

Playground ball	Ice skating
Volley-ball	Soccer

It will be noticed that these games which the children and the men and women, as well as the instructors, preferred, are highly charged with social-game elements. They are, in addition to being the most popular both with the children and the instructors, the most valuable from an analytical standpoint. It seems clear, then, that activities of the big-muscle, social-game type or stunt should be made the basis of activities for the playground program.

It will be seen that many elements of the rhythmic and dramatic methods of teaching activities may be used in connection with the team games which we have mentioned above. The team game should be considered in a broad sense. It includes not only the highly organized team game, but the game of low organization. It includes also the tag or "it" games, the prime requisite being that the game involve vigorous activity and that it have the social group element.

O'Leary, checkers, stilts, snow modelling, kites, top, doll sewing, lantern parades, and whittling contests should be considered mere froth, to be used as a "light dessert," but never a substitute for the "real meal."

The "real meal" should always consist of the big-muscle, social-group activities of the game or the stunt type.

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CHAPTER XIX

THE SUMMER PLAYGROUND

The organization of the summer playground is not a serious problem in connection with an all-year playground system, because the activities are merely part of a continuous flow. But the organization of a playground system just for the summer is almost impossible.

Full announcement of all summer plans should be made before the close of school for the summer. This is the last opportunity to reach all the children of the city in an organized way. The following blank could be filled in by all the children of the grades above the third and taken home to the parents. The very fact that the children have made out the blanks will impress the fact upon their minds that there is to be a playground open during the summer.

RECREATION DEPARTMENT

City of ————

A PLACE TO PLAY IN

To the Parents and Children of ———:–

Through the cooperation of the Recreation Department and the Public Schools the ..... School Playground will be open during the Summer vacation between the hours of .... a.m. and .... p.m. During these hours there will be a director in charge at all times. A schedule of story telling, folk dancing, games, handcraft, etc., will be conducted.

Parents are asked to keep in close touch with the Playground Directors.

Signed

.....

Superintendent of Recreation.

Leaving the hours and the name of the playground blank makes it possible to give the blank local application. It may be advisable to put the name of the playground director on the blank so that

the parents will know that the playgrounds are to be supervised and who is to be in charge.

This plan of reaching the homes must always be approved by the superintendent of schools, and the blanks should be distributed to the teachers through the principals of the various schools. Another type of announcement in the form of a "quarter card" should be placed at the gate of all playgrounds and in all neighboring stores, telling who is to be in charge of the playground during the summer, what the hours are, and what the program is to be.

SUPERVISORY STAFF

If an effective program of activities is to be carried on in the summer, it will mean that the supervisory staff of the superintendent will have to be greatly enlarged.

As compared to the after-school hours during the school year, the summer playground must plan activities for the entire day. In other words, the playground must carry the burden of the institutional education carried the rest of the year by the school and playground.

The time will come when there will be a year-round school. Only then can the situation be adequately met. It is ridiculous to think that one or two playground directors can continue the educational guidance carried on during the year by thirty or forty teachers in the school and playground.

The year-round school will not be the school that we know today, but a school that takes in all the so-called "extra-curricular" activities. During the summer this enlarged school program will take in the entire camp program with its nature study, handcraft, camp craft, swimming, hiking, and social program. The camp movement is without question the most outstanding educational movement of the present century.

In the meantime the playground must "carry on" during the summer, the time when there is most need for the public school to be in session.

Expert playground supervisors must be added to the regular year-round supervisory staff. The new activities will broaden the program to include many types of play other than the big-muscle type. This program can be broadened on the play basis to take in every phase of education, as was noted in connection with the play school. (See page 295.)

SUPERVISED BOYS' SECTION OF A MUNICIPAL CAMP

A QUIET SCENE AT A MUNICIPAL FAMILY CAMP

Organization of Experts.

A group of specially trained experts can go from ground to ground during the summer on a regular schedule. This schedule should be posted so that all the children in the community, as well as the parents, know just the time when the various activities are to take place.

The specialists would stay at one ground possibly an hour. During this hour the activities for the week would be planned. Special instruction could be given both to the children and to the regular playground director on the ground. This playground director on the ground could give general supervision to this activity for the rest of the week.

TYPES OF EXPERTS

The type of experts needed will, of course, vary with the condition in each city, but the following suggestions may be helpful. These activities may be carried on almost anywhere:

Athletics.

The athletic range would be from the simple team games up to the more specialized form of athletics. Up to the present time this type of activity has constituted the major part of the summer program. A skilled physical director should be in charge of this organization.

Small Children's Activities.

Here also there would be a wide range of activities to choose from. These activities would overlap somewhat with some of the other activities to be outlined. Special attention could be given to simple ring games, singing games, and forms of "busy work." The best-qualified person for this position would be a skilled kindergarten teacher.

Story-Telling.

The summer offers a wonderful opportunity for story-telling. This type of activity fits in well in places where the heat of the day makes vigorous types of physical activity impossible. The story hour will bring many mothers to the playground with their small children. This offers an excellent opportunity to spread the word through the mothers as to what the playground offers to the rest

A Backyard "Grocery Store"

A Simple Triangular Stage in a Playground Corner

of the boys and girls during the summer. The expert can so outline the activities that the regular playground director on the ground can carry on the story hour between the visits of the specialist.

The person to handle this activity will have to be discovered. Good story-tellers are "born, not trained." They can be found in any city with a little inquiry.

Water Sports.

The summer is the natural time for all types of water sports. Without question, swimming is one of the most profitable types of activities, both from the standpoint of growth and development of the child and from the standpoint of safety and protection. Because swimming is being so neglected in the school-year program, a special effort should be made to stress it in the summer. In most cities; lakes, rivers, ocean beaches, or indoor swimming pools are available. The specialists in this line should not only be lifeguards but also instructors in swimming. Wading pools for the small children are always popular and should be used extensively in the summer. Street showers have been used in many cities with success.

Handcraft.

This type of activity offers an almost unlimited range. It might be well to place emphasis on the making of things which are related to play and life in the open. In the list of possibilities are toymaking, weaving, clay modeling, basketry, block printing, stencilling, whittling, sealing-wax and crêpe-paper art creations.

Exhibits where competition between playgrounds is organized may be made a part of this plan. The plan may be enlarged by any individual so that not only handcraft articles could be exhibited, but all types of hobbies.

Clubs.

The summer offers an excellent opportunity for the forming of clubs, and especially for the giving of special attention to clubs already formed. The short time-space after the school day gives little time for the playground director to help the Boy Scouts, the Girl Scouts, Camp Fire Girls, etc. In the summer, however, these activities should be stressed.

Educational Dramatics.

Dramatic activities constitute another excellent summer activity because they can be carried on in the heat of the day in a shady corner of the playground. (See page 401.) As a phase of the evening program for both children and adults, there is no better activity than dramatics. (See further discussion on page 402.) Great care should be taken in selecting the expert in dramatics in order to get a person with the educational viewpoint.

Camping.

In-town and out-of-town summer camping should form a large part of the summer program. Many modified phases of the program can be carried on, such as picnics, hiking, overnight camping trips and nature explorations. For full discussion of the camping activities see 368.

Camp-craft activities can be carried on from any playground. Include all of the activities that would assist one to live in the open —selection of camp equipment and camp foods, pack-making, trailing by use of maps, fire-making, camp cooking, tent-pitching and bed-making in the open.

Fireplaces in the parks and overnight hiking facilities are available in every community where these activities may be carried on.

Community Music.

The long summer evenings make possible a program of community singing. This can be supplemented by band and orchestra concerts. A skilled music teacher from the school could well take the supervision of the musical activities. (See page 403.)

Moving Pictures.

Many cities have found it advisable to carry on an extensive program of outdoor moving pictures in the evening.

Special Celebrations.

With the Fourth of July coming in the summer time, an opportunity is offered for a big community celebration on the playground. Other special days might be devoted to exhibiting the activities of the summer playground. At the end of the summer session a large final

exhibit could be arranged. If this is arranged in the evening, the fathers and the mothers can attend.

THE SUMMER PLAYGROUND DIRECTOR

If the summer playground is to have any semblance of a real educational program, the playground directors must be not only skilled leaders in the various activities in order that they may carry out the program outlined by the expert, but also skilled organizers of the children and the adults in the community.

This means that they must have some qualification other than that their mothers say "they love children," and that they "have not been feeling well of late and want to get out-of-doors." These seem to be the major qualifications of young people who want to be playground directors in the summer.

Skilled leaders for the summer playgrounds may be drawn from the teaching staff of the local schools. Many well-trained people in physical education, manual training, music, handcraft, and other lines will be available from this source. Students majoring in these activities in local colleges and universities and normal schools make excellent summer playground workers.

SUPPLIES, EQUIPMENT, AND CARE OF THE PLAYGROUND

Special thought will have to be given to the question of facilities if the summer playground is to be a success.

Lighting.

In most parts of the country the summer playground should be lighted in order that play may continue until at least ten o'clock. Excellent lighting systems are now available, so that even tennis can be played efficiently. (See page 316.)

Shade.

If natural shade is not available, pergolas should be covered with canvas or fast-growing vines. This shade will be needed for the story-telling, sand craft, and handcraft, and for the mothers with little children.

Supplies.

Special supplies to meet the needs of the various activities will have to be given consideration. Many such supplies will have to be ordered from a distance, so plans should be made well in advance.

Sprinkling and Other Care of the Ground.

Caretakers should sprinkle the ground daily; papers and refuse should be picked up. Clean-up squads of children should do this general cleaning-up. Children would then be more thoughtful about dropping waste material on the ground. Courts should be well marked in order to make them attractive.

SCHEDULE OF HOURS

On a playground with one woman and one man in charge, the following schedule of hours is suggested:

Woman: 10 A.M. to 6 P.M. Man: 1 P.M. to 9 P.M.

This schedule makes it possible for the woman to be on the playground in the morning when most of the small children will be there. She will also be on the playground in the afternoon during the peak load of the older children.

The man is on the playground during the afternoon also, and is there during the evening hours when the activities for the older boys and the men will be carried on. He will be there also to handle the discipline in the evening, which is always somewhat of a problem.

The hours for the specialists may be fitted as the needs of the ground indicate.

The following summer schedule indicates some of the possible activities which may be organized:

SUMMER SCHEDULE

Size of Grounds, 5 Acres
Small Club House

Ground in charge of one man and one woman

Woman's hours, 10 A.M. to 6 P.M.
Man's hours, 1 P.M. to 9 P.M.

Lunch hour, 1–2 P.M.
Dinner hour, 5–6 P.M.

	Small Children	Boys	Girls	Adults
10–11	Tag Games	Apparatus Play	Clubs	Picnic Facilities Available
11–12	Educational Dramatics	Games	Practice for Play Day—Games	
12–1	Sand Craft, Apparatus Play	Handcraft	Educational Dramatics	
1–2	*Man Supervises Entire Ground—No organized Activities*			
2–3	Story-telling Story-playing	Swimming or Street Shower	Handcraft	
3–4	Wading or Street Shower, Nature Adventure	Leagues or Tournaments	Swimming or Street Shower	Women's Volley-ball and Tennis, etc.
4–5	Swinging, Slides		Folk Dancing	
5–6	*Woman Supervises Entire Ground No Organized Activities*			
6–7	Sandbox, Bars	Archery, Quoits	Games	Horseshoes, Indoor Baseball, Volley-ball, Baseball, Tennis
7–8		Clubs	Archery, Quoits	
8–9	Vary program with Overnight Hikes, Moving Pictures, Bowling, Camp Fires, Social Program, etc.			

NOTE.—Specialists in Educational Dramatics, Handcraft, Story-telling, Sand Craft and small children's games reach the playground once in ten days. Playground directors conduct activities the rest of the time. Special celebrations planned as desirable.

FIELD HOUSES AND SCHOOL BUILDINGS

The summer playground program as here outlined will have to utilize school buildings. It will specially need the use of the manual training shop, auditorium, special rooms for clubs, kindergarten room, washrooms and lavatories. This use of the school buildings will never be possible unless all the employees on the summer playground are under the jurisdiction of the school.

Thus, from another angle we see how necessary it is for the playgrounds for the school children to be under the school system. When this is the case, a thorough year-round plan of constructive activities can be carried on for all the children.

Unless some such plan as here outlined in connection with the public schools is carried on during the summer, few real results can be expected. An isolated summer playground in charge of untrained people can be little more than a gesture.

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CHAPTER XX

ADMINISTRATION OF AN INDIVIDUAL PLAYGROUND

We come now to face the administration problems on an individual playground. In the particular section which we are now discussing, we are considering the problems of the elementary school playground—the neighborhood playground, and the high school playground (junior and senior)—the district playground. This last problem will obviously be the athletic program.

Only the administrative phases will be considered. These will be the problems that directors on playgrounds face as they look toward the administrative office rather than toward the details of the organization of the children and the conduct of the specific activities. This program calls for a flowing-over of the physical education program of the school days into the afternoon of school days and into all of the non-school days of the year.

Because of the great age differences involved, the neighborhood playground will be treated first and the district playground later. We will first touch upon the problem of the elementary school playground—the neighborhood playground.

THE ELEMENTARY SCHOOL PLAYGROUND OR THE NEIGHBORHOOD MUNICIPAL PLAYGROUND

Staff.

The minimum staff for the handling of any standard-sized playground should be one man and one woman. It is quite possible on a very small playground that one person would be able to handle the entire situation. If this is the case, that person should be a well-trained woman. A woman will usually handle the general play activities of all children better than a man. She will always handle the activities of the small child better than a man, and in many instances will be quite as efficient with the activities of the fifth- and sixth-grade boys.

Qualifications of Leadership.

LEADERSHIP is the keynote in any program of education. The best possible trained leaders should be secured. These leaders should have all the educational qualifications of a regular elementary teacher of the school. When the children's playground is entirely controlled by the school, specially-trained play leaders will have charge of the playground activities, as is not the case in the platoon schools.

In the meantime, the best-trained part-time leaders should be secured. Mr. George E. Dickie, of the Playground and Recreation Association of America, New York, sets forth the following qualifications for play leaders:

"The need of playground equipment pales into significance beside the need of special 'equipment' on the part of the playground director. The following are some of the personal qualities necessary to the director in the conduct of playgrounds:

"1. *Personality*—that gift which attracts others and makes leadership possible. The ability to interest people, to let them know instinctively that you are interested in them and their activities, that you trust them and expect fine things of them; the ability to maintain order, cooperation, joyousness, contentment, earnestness, and the true principles of sportsmanship.

"2. *Executive ability*—have your orders carry weight. Make few rules --those necessary for the safety, comfort and pleasure of the many—and then enforce them! This means 'discipline.' If possible, secure discipline through tactful means, but if not, become a policeman for the time being.

"3. *Common sense.*

"4. *Courtesy.*

"5. *Tactfulness.*

"6. *A good sense of humor.*

"7. *Unlimited patience.*

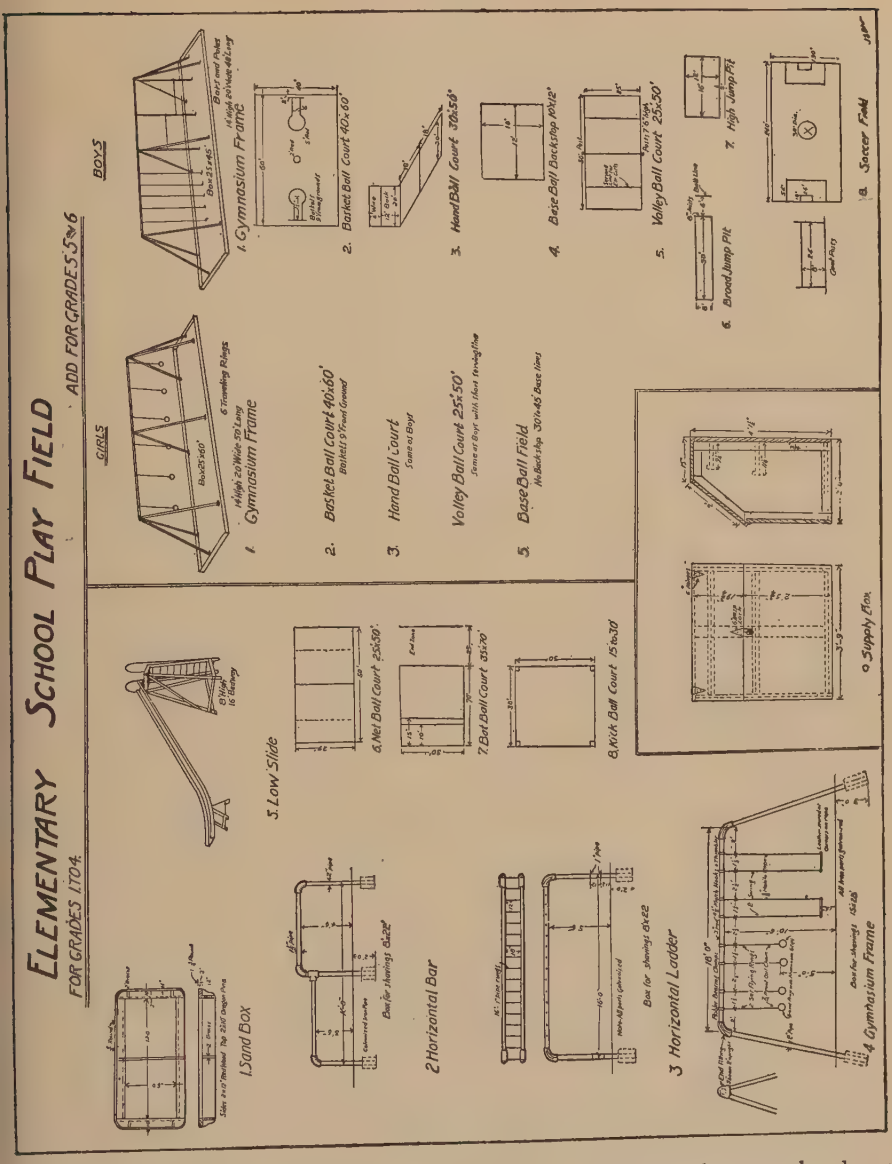
"8. *Robust health,* and a sincere desire to use it in the service of others.

"9. *Alertness.*—See more than people think you see and use the knowledge when necessary.

"10. *Enthusiasm.*—Do not allow yourself to get 'rusty.' Study! Work! Play! Too many supervisors neglect their own personal play life.

"11. *Technical training in games,* folk dancing, story-telling, dramatics, handwork, and club methods—with the theory necessary for the best use of such knowledge.

"The director of boys' activities should not lose sight of the fact that children's games are quite as important and necessary to the younger boys as are the organized activities, such as baseball, basket-ball and football for the older ones. Games give variety, training in obedience to the rules; they


ELEMENTARY SCHOOL PLAY FIELD
FOR GRADES 1 TO 4 · ADD FOR GRADES 5 & 6
GIRLS
BOYS
1. Gymnasium Frame
2. Basket Ball Court 40x60'
3. Hand Ball Court
Valley Ball Court 25'x50'
4. Base Ball Field
5. Base Ball Backstop 20'x12'
5. Volley Ball Court 25'x50'
6. Broad Jump Pit
7. High Jump Pit
8. Soccer Field
9. Supply Room
1 Sand Box
5. Low Slide
6. Net Ball Court 25'x50'
7. Bat Ball Court 25'x70'
8. Kick Ball Court 15'x30'
2 Horizontal Bar
3 Horizontal Ladder
4 Gymnasium Frame

Apparatus and Courts for Elementary School Yard (For Layout, See Page 282)

teach alertness, fair play and consideration for others, and cause the day to end with a laugh and the desire for more. Watch for the signs of leadership among your boys and use it to further the organization on your grounds.

"As there are but few men trained for playground leadership, men are frequently at a decided disadvantage in the technique necessary for the handling of all ages of boys and men. Men should study wrestling, tumbling,

apparatus work, dancing, dramatics, games, athletics, club organization, and administrative methods. They should be prepared to care for the adolescents and adults in the evenings, as well as for children in the afternoons.

"This knowledge will lead to better salaries and greater opportunities for advancement. It is well for a city recreation department to maintain a course of instruction in games and activities, other than the organized team games, and to require directors to attend the classes regularly. Such instruction is also necessary to the woman director, even though she has special training before appointment."

Other Qualifications for Leaders.

Dr. Elbert K. Fretwell, of Teachers College, Columbia University, is quoted by Charles F. Smith as to the qualities for a game leader as follows:

"It is easy to set down some of the desirable qualities of a leader as they express themselves in what he does. This leader of boys and girls is:

"1. *Sincere,* and believes in the worth of what he is doing.
"2. *Enthusiastic,* contagiously enthusiastic, about what he is doing.
"3. *Clear* as to the ends to be attained and master of the material and methods to attain these ends.
"4. *Firm* without being fierce.

A GENUINE LEADER

"1. *Secures the cooperative effort* of his group to determine what they can do and how they can do it.
"2. *Selects and develops leaders,* and develops the ability on the part of all to choose a leader wisely.
"3. *Stimulates creative ability* of individuals, together with the desire to work for the good of the group.
"4. *Plans clearly,* foresees what will happen, utilizes leadership of others, is loyal to his group.
"5. *Knows that what he does* has its chief importance in what it causes others to do.
"6. *Respects himself.*
"7. *Looks for,* expects, demands, that the fine qualities of his group show themselves, and at times he is even seemingly blind to some faults.
"8. *Modifies games quickly* to meet existing conditions.
"9. *Stirs the imagination* of his group, and appeals to their dramatic sense.
"10. *Says and acts* 'Do' instead of 'Don't.'

"11. *Recognizes* that 'Do good' is a greater stimulus to boys and girls than 'Be good.'

"12. *Builds morale* through activity.

"13. *Has a sense of humor.*

(Games and Recreational Methods, page 9.)

Who Will Be the Playground Directors?

This is one of the most complicated problems which face committees today in connection with leadership of playground activities on school days. It is particularly complicated because of the fact that playground hours after school are relatively short and hence do not constitute a full-time position. Two alternatives are presented:

1. *The Teacher of the School.*—It may be possible to secure one of the teachers of the school who has the personal qualifications and has had special playground training. Teachers with the proper training and viewpoint can easily be found in the school who can handle the play period in the afternoons on Saturdays, but there is a question as to whether or not they should do this, even with extra compensation, after they have had a full day of teaching. Where this plan has been tried, it has been found that teachers come upon the playground, weary at the end of a tiring day of schoolroom teaching.

2. *Secure Part-Time Worker.*—The other alternative is that an outside person be brought in to handle this after-school playground period. This is even more unsatisfactory, because the afternoon worker knows little of the school-day organization. This position would be only part-time, and the best type of worker can not be procured under such circumstances.

In cities where colleges or normal schools are located, considerable help has been secured from students from these institutions, who are willing to work in the afternoon from three to six.

This will, however, always constitute a break in the school organization, so that in the eyes of the school people it becomes "your" playground, instead of "our" playground. On the whole, this plan has failed.

Should Be Full-Time Worker.

Several suggestions for the solution of the problem are hereby given:

1. *If the position* of the after-school playground director can be combined with the directorship of an evening community center, it will be possible to have a person start his activities at 2 p.m. and continue until 10 p.m.—many times thus conducting activities at the same school building or at least in the same community.

2. *At other times,* it may be possible for one of the regular teachers of the school to come at the beginning of the second or third period in the morning and teach through until six, thus making a full-time position.

3. *A third solution* might be where a regular teacher of the school remains on the playground for an hour after school—say from three to four—and be assisted by a part-time helper who would be on the ground from three to six. This overlapping hour makes it possible to coordinate the activities on th playground with the physical education program.

Reducing the Playground Peak Load.

By scheduling the physical education classes throughout the day so that the playground space and equipment are used continuously, the peak load of children on the playground at any one time is not large. Physical education periods throughout the school day would under this plan be used as periods of instruction and organization. Inter-group schedules would take place before school, after school, and at the noon hour. Thus, where certain classification groups would be scheduled for basket-ball on a Tuesday afternoon, other groups would have volley-ball and still others would have baseball, etc. (See platoon system, page 143.)

Organizing the Group Leadership.

The principal task of the playground director is the organization of the leadership of the children on the playground. By the organization of squads and the appointment of squad leaders, not only are the activities conducted more effectively, but a program of citizenship training is also being carried out.

A plan for the utilization of group leaders is practical if it is directed by a leader with vision. It is the leadership that determines whether or not the group leaders become "real leaders" or "just bosses."

Organizations are functioning in many places where the older children in the school are actually in charge of the leadership of the playground activities for the younger children. The leadership is accepted because it is offered in the right spirit.

Many games may go one at the same time under the leadership of older children. In one part of the ground would be a boy teaching some younger boys net-ball, and in another would be a girl teaching some of the younger girls a simple singing game. There might be a dozen or more groups of this type taking part in activities at the same time. Not only is this service by the older children willingly given, but the privilege is sought after.

A project of this type has been in operation at the Piedmont Avenue Elementary School, Oakland, for several years. It is known as the Service Club Project. Miss Clare Kener, its organizer and director, tells how the group operates.

HOW THE GROUP IS ORGANIZED

"The school, as a whole, is organized into a Students' Association of Piedmont Avenue School. The members of the High 8 Class and delegates from each room constitute the Council. The Board of Commissioners is nominated by a petition and voted for at a regular election held at the beginning of each term. The Council meets once a week to discuss problems of safeguarding the individual child at Piedmont Avenue School. The plan of the work is to apply intelligently in every-day school life the principles that make for good citizenship. The work is 'carried on' by the organizing of project work in safety instruction, formation of health habits, and outdoor activities. At each meeting the delegates report the work done in the room clubs of the school.

Supervision of Playground.

"Objectives—to help children through organized play to live in harmony with their playmates, and to awaken every child to the full joy of living.

"The members of the High 8 Class supervise sections of the playground before school, at recesses and the noon hour. Suitable games are organized to meet the needs of every child in a group game during his leisure time. The 'Service' children are better teachers at spreading the gospel of joy in play than any adult. They hold up positive objectives in their organization of games, guarding halls and stairways, constantly checking the undesirable thing by, 'It isn't done here.' Each incoming High 8 class chooses characteristics of good sportsmanship, as fair play, courtesy, kindness, good English, which flavor all their association with the younger children. The members of the Council act as a Court for the trail of those pupils guilty of violation of safety regulations of the school.

"Members of the High 8 class made a survey of the number of pupils washing hands before eating. The results were graphed and talks given to rooms on the danger of unwashed hands. This was followed up by the members on duty in the basements giving instruction in the washing of hands, use of towels, and care of basin.

"The little children are urged to eat lunch in the 'primary' playground, which is amply supplied with benches. Here the 'Service' pupils, merely by suggestion and example, instruct children about how to properly handle their food, and where to deposit refuse. At 12:30 games are organized in all sections of the playground. No child is permitted to participate in any game who has not entirely finished his lunch."

A Check-up on the Project.

In checking up on the success of the project the following questions should be asked:

1. *Is there a marked improvement* in physical condition of pupils?
2. *Has the playground* attendance after school increased?
3. *Is less discipline needed?*
4. *Are all the children happy?*

GENERAL RULES FOR CONDUCT OF PLAYGROUND FOR THE PLAYGROUND DIRECTOR

Opening.

1. *Be present on the playground* fifteen minutes before the official time for opening. It is very important that the playground directors have everything in readiness before the arrival of the children. They should be dressed for activity. Balls should be inflated, schedule posted, and all other items ready for activity.

2. *Hoist the flag* on all playgrounds where there are flag poles. Remove hat while raising and lowering the flag. Do not allow the flag to touch the ground.

3. *Open all gates* and all doors to toilets and dressing-rooms on time.

4. *Check out supplies,* making sure that the proper party is charged with the article taken out. Individual responsibility prevents loss of equipment.

Closing.

1. *Call in all supplies* at least fifteen minutes before closing time and see that all are returned and checked up before closing.

2. *Lower the flag* and put it away carefully.

3. *See that all hydrants* and gas and electric switches are shut off.

4. *See that all children* have left the ground.

5. *Close and lock all doors to field houses,* toilets, dressing-rooms, etc. Be sure that all windows are locked. Close and lock all gates. See that the ground is clear, regardless of the condition of fences and gates. Be the last one off the ground.

6. *Daily entries should be made* on the time slips and attendance forms.

Care of Supplies.

No possible lesson in good citizenship can be more important than thorough interest on the part of the children in the care of supplies.

One of the discouraging features of democracy is the growing carelessness with which people use public property. This is seen

not only in the defacing of buildings and the breaking of shrubs and trees in parks, but the dropping of paper and waste upon street cars, streets and in public places. I am informed that in one of the large city parks it takes a large force of workmen from Monday until Friday noon picking up papers which were dropped by Sunday picnic parties.

The following are suggestive in connection with the care of supplies:

1. *Organize children* in safety clubs; present to them the necessity for being careful; tell them about the actual cost of materials.
2. *Allow no good material* to be used out of doors on damp or rainy days.
3. *Oil all balls* which are to be used on the playground during the rainy season.
4. *See that all* large balls are well inflated.
5. *Take special care* to see that the tongue—where valve ball is not used—is in the proper position.
6. *Do not allow handballs* to be used as tennis balls, or volley-balls to be used as footballs.
7. *Do not allow children to* sit on balls—this is very detrimental to the balls.
8. *Patch small punctures in bladders.*
9. *Keep on hand* small needles and strong thread for the repairing of soft balls.
10. *Use large, heavy needles* and heavy waxed thread for patching basket-balls, volley-balls, footballs, soccers, etc.
11. *In the case of a tear* in the cover of a large inflated ball, cover the hole with a large piece cut from a discarded cover, much as a "shoe" is used in case of automobile-tire blow-outs.
12. *If a football* or basket-ball cover breaks beyond the point of the laces, put an extra set of holes in the ball and lace tightly.
13. *See that bats* are not struck against fence posts or sides of cage, or thrown carelessly; also that they are used with trade-mark up.
14. *Cover all* old baseballs with bicycle tape.
15. *Tape bats* which show a tendency to crack.
16. *Repair work* which can not be handled on the playground should be sent to a regular repair shop.
17. *Plan to spend some of the rainy days* in the care of supplies when not occupied with playground activities.
18. *Custodians will render special* service in the repair of materials.
19. *All materials necessary for repair work,* such as small needles, large needles, thread, waxed thread, rubber cement, bicycle tape, etc., should be obtainable by requisition from supply office.

Safety.

Great care should be taken in the protection of children. This is emphasized on page 99. Care is not only of primary importance from the standpoint of the safety of the children, but from the standpoint of the personal liability of the director and the liability of the city.

The playground directors and the caretakers should be responsible for the inspection. The caretaker can do much of the repair work.

1. *Hard Surface; Oil Macadam.*—Depressions and breaks such as would cause a child to turn an ankle should be repaired. The surface should be sprinkled and swept daily.

2. *General Play Area.*—Erosions should be filled in, weeds and grass should be kept under control, and surface should be sprinkled daily to lay the dust.

3. *Gymnasium Frames.*—Ball-bearing connections should be inspected and kept lubricated with a heavy grease. All chains should be inspected and should be renewed every three or four years. Upper and lower connections on sliding-poles and ladders should be inspected. Connections on horizontal bars should be inspected. Pits beneath the frame should be filled with shavings.

NOTE.—Children should be warned to use the traveling rings by turns and never to pull one another from the rings or to stand in the rings.

4. *Slides.*—Inspect the base for general stability. Inspect the steps and braces. See that the handrails on the sides are not splintered. Carefully inspect the slide proper for breaks and splinters. The landing-place should be in a pit filled with sand or shavings.

NOTE.—Children should be warned to go down the slide feet first only, and never to attempt to walk up the slide from the bottom. Children should take turns on the stairway and should never attempt to pull one another off. Slides should be considered primarily adapted to younger children.

5. *Swings.*—Inspect chains or ropes. Carefully inspect connections. Swings should be surrounded with a low railing to prevent children from walking into the swings. (See page 100.)

NOTE.—Swings should be considered primarily adapted to younger children, as they are of little value to older children.

6. *Jumping-Pits.*—Sufficient sawdust should be provided to cover sides of pits.

7. *Basket-ball Standards.*—Inspect for general stability—standard may be broken off a few inches below surface.

8. *Volley-ball and Tennis Posts.*—General inspection.
9. *Handball Backstops.*—Inspect foundation and overhead wire.
10. *Soccer Posts.*—Inspect general condition.
11. *Baseball Backstops.*—Inspect general foundation.
12. *Sand Boxes.*—Keep sand clean. Renew twice a year.
13. *Remove any apparatus* that seems to be in a dangerous condition or notify supervisor.

Health Protection.

Every possible protective measure from the standpoint of health or accident should be enforced. This includes enforcing all the laws of sanitation and accident prevention. Some of the following are of particular importance:

1. *Playground should* be sprinkled to eliminate dust.
2. *Lavatories should* be kept clean.
3. *Sanitary drinking* fountain should be provided.
4. *Showers taken* by children should be supervised.
5. *Towels should* not be used by more than one person.
6. *Facilities* for washing hands should be provided.
7. *Circle games* where there is "hand holding" should be eliminated.
8. *Children who* are obviously ill should be excluded from the playground.
9. *Small children should* play in protected areas.
10. *Swings should be fenced.*
11. *Danger zones* for the giant stride should be marked.
12. *Danger zones* for hard baseball should be marked.
13. *Danger zones* for horseshoe games should be marked.
14. *Sand boxes should* be kept clean.
15. *Soft landing-pits* should be provided under all apparatus where children climb.
16. *Soft landing-pits* should be provided for the slides.
17. *Have no unsupervised* loafing-places.
18. *Inspect apparatus frequently.* (See page 99.)
19. *Instruct all children in the use of apparatus.*

Discipline.

Self-discipline is the objective of citizenship training. In many instances playgrounds have not contributed effectively to either self-discipline or good citizenship.

There have been many instances on playgrounds when goodness has not been interesting. Take, for example, the situation where the "bully" of the neighborhood enters the playground. The director sensing trouble drops what he is doing and devotes his attention to this particular individual. He gets him into a basket-ball game, provides him with a good ball and maybe he even referees the game. "It is essential," he says, "for if I do not do this, there will be trouble."

But the weakness here is immediately seen: because of the troublesome character of the "bad citizen" he gets all the attention. The "good citizen" on the playground who keeps the rules, looks out for himself. This treatment on the playground causes the very situation we want to avoid—namely, making bad citizenship profitable. Make goodness interesting. Just make it profitable to be law-abiding. Let it be known that the more law-abiding a child is, the more privileges he may have, and the less law-abiding, the less privileges he may have.

Punishment.

If it is necessary to punish a child, be very careful to find out the facts of the case before enforcing punishment—always think carefully as to the results. For instance, a director may order a boy to leave the ground for some offense and when he leaves the ground the director loses all hold on him and he may get deeper into trouble; whereas, if the director had been careful and given a different form of punishment, the boy would still be under the director's supervision, giving the director an opportunity to encourage him. Too many warnings are not good policy. Say what you mean, and mean what you say, but in such a manner as to avoid, if possible, gaining the ill-will of the children. Consult the superintendent in regard to serious disciplinary matters.

Suspending Children.

Wherever a director finds it necessary to suspend a child from the playground for a period exceeding one day, it should be necessary for that child to call at the office of the superintendent of recreation to secure permission to return to the playground. This should be the only method by which such suspended child may be reinstated on the playground.

Conduct on Playground.

Permit no smoking, improper conduct, or use of improper language on the playground. Allow no rough usage of any property in your charge, and try to teach the children to take a personal pride in the care of the apparatus and the playground in general. This applies especially to the use of field houses and school buildings.

Use of School Buildings.

Special care should be taken in connection with the use of school buildings during playground hours, especially during vacation. Permission should be obtained for the use of school buildings. Application should definitely state hours and the purpose for which use is desired. During such periods children should not be allowed to run through the buildings promiscuously, and the director should take special care to see that all the children leave the building before the doors are closed.

Use of Small Playgrounds.

Many school yards and municipal playgrounds are not large enough to take care of the activities of the children above elementary school age. In these cases emphasis should be placed on the activities of small children, and the other children should be excluded from the playground. Such playground rules should be decided upon in consultation with the superintendent of recreation.

Supplies—Checking Out.

Athletic supplies are liable to be lost unless a careful check is kept on each article. In giving out material, note the name of receiver and hold that person responsible for it until returned to you. Be sure to check off name when article is returned. This will be a little trouble, but responsibility can be placed if anything is lost. Also check up all athletic supplies each day and see that everything is put away properly.

Ground Rules.

Every ground will have to have special rules adapted to its own use. If it is a very small ground, there will probably have to be an age limit for the children. There will be other rules relative to the safety of the children. Hard baseball or soccer may have to be forbidden. There may be certain regulations relative to the pro-

tection of neighbors. All these should be posted and carefully enforced.

Promptness.

Do not allow the children to lag as they are leaving the playground after the signal to close has been given. See that they respond promptly to this signal and leave the neighborhood of your playground immediately.

Treatment of Visitors.

Make it a point to act in a courteous manner to all visitors and take pleasure in showing them around your ground. This does not mean that you should in any way neglect your work if it is at a time when your services are needed by the children.

Answering Telephones.

The best method of answering telephones on playgrounds is as follows: "This is ———— playground" (giving name of playground)—"Mr., Miss or Mrs. ———— speaking." This method will eliminate delays in handling department business.

Volunteer Workers.

No volunteer playground worker should be permitted to serve on any playground without first securing permission in person to do so from the superintendent or some member of his executive staff.

Prizes and Medals Conferred.

There should be no prizes or medals given to teams or individuals by the directors other than such as have received the sanction of the superintendent of recreation. (See page 265.)

Accounting for Funds Collected.

Entertainments of any type given on playgrounds where money is collected should receive the approval of the superintendent of recreation, and the entire net proceeds should be spent for the benefit of the playground on which such entertainment or sale is held, in ways approved by the superintendent; statements of receipts and disbursements of such funds to be rendered to the office of the superintendent.

Approval of Entertainment Plans.

All plans for entertainments in which children participate should be taken up with the director of community social arts or the superintendent.

All social functions given by the playground directors in school buildings should have the approval of the principal of the school.

Payment of Carfare.

Directors should avoid the practice of paying carfare for members of teams traveling to play match games.

Efficiency Rating.

If a system of efficiency rating of employees in the department is in force, full instruction relative to it should be in the hands of all playground directors and employees. Not only such items as absence from grounds, disobedience, etc., but also work well performed should affect such a rating.

Requests for Leaving Grounds.

All directors wishing to be absent from grounds for any purpose (either personal, or department business) should be required to put in a written request for such leave at least twenty-four hours before said leave is to take effect. The only exceptions to this rule should be emergency assignments from the office or sickness. In the latter case the office should be notified by telephone. The following request for leave, when approved by the superintendent, goes to the pay clerk to be considered in connection with making up the payroll.

RECREATION DEPARTMENT

APPLICATION FOR LEAVE

Date.....

Supt. of Recreation,

.....

Dear Sir:

I desire leave on the following dates:

..... 192

..... 192

(State whether A.M. or P.M.)

For the purpose of:

Sick leave
Vacation
Personal business
Department business
(Check one)

If department business, state its nature:

I will leave keys with .....

(Signed).....

APPROVED:

Mark.....

Substitute engaged.....

Match Games.

There will be a tendency on the part of the men directors in particular to devote too much time to the match games of older boys. It is pleasant to work with them, but that is not the director's whole duty. Give leadership to all groups. Train groups to carry on a game by themselves, once they have learned it. DO NOT SPECIALIZE ON CHAMPIONSHIP TEAMS.

Directors' Participation in Games.

Director's participation in games should be for the purpose of arousing interest in that particular game. After the interest has been aroused, the director should step out and proceed to organize other groups. Directors should never be drawn into a game through their own desire to participate. This applies especially to tennis, handball, and similar games.

In Case of Accident.

From the Westchester County Recreation Commission come the following suggestions:

1. *In case of serious accident* on the ground, have injured party removed to a quiet, cool room and make sure there is plenty of fresh air.
2. *Notify parents immediately.*
3. *Call police ambulance.*
4. *While ambulance is coming,* see if parents have a family physician they wish to call.

5. *See that the injured party* is made as comfortable as possible.

6. *Do not attempt* to apply remedy when injury is a case for the physician.

7. *Get the name and address* of the injured person and obtain all information in detail concerning the accident.

8. *Secure the names* of several witnesses.

9. *Make a record* of accident and report it immediately to office.

10. *The best way to avoid accidents* is not to stay too long in any one place, keep your eyes and ears open and attend to business. Your first duty is to look after the welfare of the children.

11. *Keep cool;* don't lose your head. Use common sense.

A trained playground director senses things before they happen; an untrained director does not see things even after they happen.

Insignia.

As a mark of authority, all directors should wear some insignia. Parents want to know who the director is when they come on the playground. New children will want to know. The simple word "Director" used as an arm band, or on an eye shield, is very much superior to a cheap imitation police badge.

Cooperation.

All playgrounds will have a constant flow of cooperative activities.

1. *Neighbors.*—There will always be the relationship with the neighbors—which will be either good or bad. If you can make of your playground a good neighbor, you will be accepted as a good nieghbor. If your playground is not a good neighbor, you will be accepted in like spirit. Neighbors have rights. Loud and boisterous language is unpleasant. It is irritating to have windows broken with foul balls and to have soccer balls land in the midst of flowerbeds. These situations should be met one by one and solved.

2. *Health Agencies.*—There may be types of cooperation possible in connection with the various health agencies. Certainly the laws governing the teaching of health and health protection should be kept constantly in mind by the director.

3. *Police or the Juvenile Court.*—There will be times when contact with the police and the Juvenile Court will be necessary. Both may be used in a constructive manner. A new attitude of children toward policemen is quite apparent today. The practice of police aiding children in crossing the street to and from the playground is partly responsible for this new attitude.

The policeman is recognized here immediately as a friend and a helper, not as a "cop." That is the exact attitude that the entire public should hold toward an officer, and that will be our attitude if we have good consciences when we see an officer.

In the juvenile court and through the juvenile probation officer much can be done without actually causing arrests. The reports to the court officials of an unadjusted child, bad home conditions, and the beginnings of delinquency, may be made from time to time. The law, through the probation officer or the prosecuting attorney, may from time to time summon parents to show the causes as to whether their children should be arrested for this thing or that. Such cases are handled secretly. No name appears in the paper.

Remember, however, that the playground is not a reformatory and directors can not spend any great portion of their time on individual reformatory cases.

CONDUCT OF PLAYGROUNDS ON SUNDAY

The rules for the conduct of playgrounds on Sunday will differ in the various communities. It seems wise, from experience, that match games which involve children should not be organized. If the playground is to be open, as it should be in most cases, there should be a minimum amount of organized activities for children. Many organized adult teams will use the athletic field on Sunday by permit.

Conduct of Teams.

A written report should be made in the case of any misconduct of teams on any of the grounds. This report should be made on the permit which has been given the team and should be sent direct to the office of the recreation department.

Directors Not to Officiate.

Playground directors should not officiate in match games on their playgrounds and should always maintain a non-partisan attitude.

Protection of Property.

Directors should take care at all times to protect the property on the playground, as well as any nearby property. Special care should be taken to allow no playing near school buildings which would in any way endanger the windows.

Use of Toilets.

Special care should be taken, especially on school grounds, that the proper use of dressing-rooms and toilets be enforced. This will necessitate somewhat careful oversight of these facilities.

REPORTS TO BE SENT TO THE SUPERINTENDENT

Attendance.

Some type of attendance report should be sent to the superintendent each month. This report constitutes one of the moot questions of the day. It comes up at every playground convention and is never solved. There is, in fact, very little agreement as between any two cities. The reason for this disagreement arises out of the different conditions in the various cities.

There is little disagreement in regard to the method of taking attendance in particular activities, such as swimming and club activities. The problem arises in connection with the general play activities.

What is to be the basis of attendance? Walking across the playground, playing for an hour, or playing half a day?

The questions that we really want to have answered are: How many times a week is the boy attending the playground? How long is he staying and what types of games is he playing? Summarizing these questions, we want to know what proportion of the children in the community are reached regularly in the big-muscle, social team-game activities.

Under the plan of having the playground distinct from the school, there is no way of getting the real information that we want. The present custom of dividing the day into three periods—morning, afternoon, and evening—and taking the count each of these times, adding the three figures and doubling that amount is just as foolish as it sounds. There is likely some reason in doubling the count, because taking the attendance at times in each period will not catch more than half of the people attending.

The present system of taking attendance takes no account of whether the number on the playground are children or adults, or as to whether they are playing the game or just looking on. The desire for a good attendance showing will cause the playground director to make a very good attendance "estimate."

If the playground activities are valuable, every child in the community should be included in the benefits. This is just one more

reason why universality of playground privileges for all children will never be made possible unless the task is taken over by the public school. The school has the children—all of them. It has them registered—by age, height, weight, home address. Attendance then should mean every child in the community on the playground—each school day at least, and as many times on Saturdays and vacation days as possible.

Until the new plan of having the school take up the direction of playground activities on a systematic basis is realized, it will be necessary to go on taking the attendance in the same old way. It is possible, under the present attendance system, to get an accurate count of the membership on all teams and in special activities. Their figures are very valuable as they tend to show the interest of the children on the playground in various activities.

Suggestions for Improvement of the Playground.

Opportunity should be given each playground director to make suggestions as to how the playground could be made more effective. These reports will be very valuable to the superintendent.

Property Damage.

A monthly report of all property damages should be made. This should include such items as broken windows, broken gates, etc.

Discipline.

Any serious disciplinary problem should be reported by telephone and later made the basis of a monthly report.

Inspection of Apparatus.

The monthly report on the inspection of all apparatus should be filed. It would be well for this report to be signed by the playground director and the caretaker. (See page 218.) For reasons for this caution, see page 99.

Leaves of Absence.

If a director is to be off duty, a regular application blank should be filled out and approved by the superintendent. (See page 207.)

Time Slips.

Regular time slips should be filled out weekly and sent to the

office. This prevents the delay in making up the pay bill until the last moment.

Requisitions.

The director on each playground should be held responsible for the making-out of requisitions. These should be filled and delivered in a regular manner.

LEADER MUST BE AN ORGANIZER

The play leader on the neighborhood playgrounds must be an organizer. (See page 322.) Group leaders must be trained and assigned responsibility. Natural self-organized groups in the school or the community must be utilized. In the school these groups might be the room groups, the major or advisory groups in the upper grades, or any other convenient cross-sections. Under the standard classifications (see page 258) groups A, B, C, D, etc., could be formed for each classification, so that every boy and every girl of the community would be included.

The leader should make schedules, assign places for the play, assign officials, distribute material with which to play, give supervision to the contests, and assemble the results.

The leader is to the group as a "self-starter" is to an engine. He gets the group going, and comes in again only when the game slows up or stops.

Only a plan such as this will guarantee universal participation. It does not take a real organizer with a vision long to prove that the interest in actually playing the game is stronger than merely watching others play.

PROGRAM OF ACTIVITIES

Basis of Program.

The basis for determining the activities to be organized has been discussed. (See page 295.) There will be certain sports that will have their seasons and will be so outlined by the central office. (See page 230.) There will be other sports that will be in season all the year. In addition to participating in the general scheduled activities, others should be chosen in accordance with local conditions.

Program Should Be Varied.

The program should be as varied as the facilities on the playground permit. Activities should be planned weeks in advance. Substitute activities in case of bad weather should be well thought out. "Bad weather" places should be held in readiness, such as field houses, gymnasium, play rooms, auditoriums, kindergarten rooms, and other available places.

Programs for special days should be planned. The real interest in the special-day program as well as all regular programs depends not so much on how many people are taken into the plan, but how many are taken into the planning. Give everyone something to do. Let people young and old feel that the success of the events depends upon them. Real participation and real interest will be forthcoming under such a plan. (See page 31.)

THE HIGH SCHOOL PLAYGROUND OR THE DISTRICT MUNICIPAL PLAYGROUND—THE ATHLETIC PROBLEM

The athletic activities become the dominating feature of the high school. The problem is in no way different from the one which we have been considering in the elementary school, save that it deals with another age period in activities advanced just one more step.

School people are absolutely at fault for the "muddle" in which we find the athletic situation. This is true for the colleges and universities as well the high schools. Not having the vision of the place in the educational program that activities were to take, the athletic situation was ignored or, worse yet, it was opposed by school authorities.

The story is told of a school principal who walked up to a boy from his school, and said, "John, how far can you throw the hammer?" The boy threw out his chest, expecting some word of praise, and said: "I think I can throw it about one hundred twenty-five feet." The man replied: "All right, you get about one hundred twenty-five feet off the campus when you throw it."

This opposition to athletics only slowed up the progress of the movement and forced it into unwholesome practices. We, as school people, abuse the sporting editors and the cigar-store merchant for "muddling in" the management of our athletic teams. They are in the field because the schoolmen before us lacked the vision. We are more at fault than are these men whom we "rail" against.

We are at fault also because many schoolmen, including princi-

pals and superintendents, "love to bask in the limelight of a winning home team." We play into the hands of the outside forces which are trying to control athletics as long as we think it will boost us, and then when the situation gets away with us we accuse the other people of trying to control athletics.

The schoolmen of the country are vigorously taking hold of the athletic situation, and a solution is in sight. We, however, still need to add a few names to the retired list. It may take years to clear up this situation of boys' athletics, but it will come.

It is yet not too late in connection with the girls' athletics to avoid many of the pitfalls that we have encountered in the boys' athletic program. The women of the country interested in girls' activities have adopted the following plaform:

"The Women's Division of the National Athletic Federation of America believes in the spirit of play for its own sake, and works for the promotion of physical activity for the largest possible proportion of persons in any given group, in forms suitable to individual needs and capacities, under leadership and environmental conditions that foster health, physical efficiency, and the development of good citizenship.

"To accomplish this ideal for women and girls, it aims:

"1. *To promote programs* of physical activities for all members of given social groups rather than for a limited number chosen for their physical prowess.

"2. *To protect athletics* from exploitation for the enjoyment of the spectator or for the athletic reputation or commercial advantage of any institution or organization.

"3. *To stress enjoyment* of the sport and the development of sportsmanship, and to minimize the emphasis placed on individual accomplishment and the winning of championships.

"4. *To eliminate types* and systems of competitions which put the emphasis upon individual accomplishment and winning rather than upon stressing the enjoyment of the sport and the development of sportsmanship among the many.

"5. *To restrict recognition* for athletic accomplishment to awards which are symbolical and which have the least possible intrinsic value.

"6. *To discourage sensational publicity,* to guide publicity along educational lines and to stress through it the sport rather than the individual or group competitor.

"7. *To put well-trained* and properly qualified women in immediate charge of athletic and other physical education activities.

"8. *To work toward placing* the administration as well as the immediate leadership of all physical education activities for girls and women in the hands of well-trained and properly qualified women.

"9. *To secure* adequate medical examination and medical follow-up advice as a basis for participation in physical activities.

"10. *To provide* sanitary and adequate environment and facilities for all physical activities.

"11. *To work* for such adequate time allotment for a physical education program as shall meet the needs of the various age groups for growth, development and maintenance of physical fitness.

"12. *To promote* a reasonable and sane attitude toward certain physiological conditions which may occasion temporary unfitness for vigorous athletics, in order that effective safeguards shall be maintained.

"13. *To avoid* countenancing the sacrifice of an individual's health for the sake of her participation in athletic competition.

"14. *To promote* the adoption of appropriate costumes for the various athletic activities.

"15. *To eliminate gate receipts.*

"16. *To discourage* athletic competition which involves travel.

"17. *To promote an intelligent choice* of physical activities for girls and women which will be in conformity with their structural and functional characteristics and their social traits, rather than an imitation of the activities, conditions and rules in boys' and men's athletics.

"18. *To secure the general adoption* of special rules for the conduct of girls' and women's athletics whenever they exist and have been approved by this organization, and to promote the study of existing rules of all sports to the end of adapting them, wherever indicated, to the special needs of girls and women."

Athletics a Phase of Physical Education—Physical Education a Phase of General Education.

Physical education is an arm of the school administration and has as its aims all of the aims of general education. Athletics is the core of the physical education program for boys and to a less extent for girls.

It should be plain that the same procedure relative to the course of study, policies, financing and control should hold here as in music, domestic arts, and shop activities, or any educational activity.

Principals' Control Undisputed.

The school principals in the city or in the district of play should be the final court of appeal on all questions of schedule and of policy. The principal is responsible for his school. In this, as in all other matters, therefore, the right of final review can not be taken from him.

Physical Directors Recommend.

The physical director of the city should be constituted by the superintendent of schools as the chairman of the course of study committee. All of the staff in a small city and the head of each high school staff in a large city should be members of this committee. All details relative to the program of athletics should be handled by this committee, the recommendations being sent to the conference of principals for approval. It will also have to be sent on for the approval of the superintendent of schools. As this works out in practice, the group of physical directors take active charge of all athletics, and if the physical directors give the principals ground to have confidence in them, there will never have to be any more than a routine approval by the principals.

Financing the Program.

If the school does not finance the athletics, it can not control the athletics. You can not "both have your pie and eat it." The school may be able to control certain features of the athletics and still charge admission, but it can not control the essential educational features. If the school must make money from the games, then it must have a good team. If it has a good team, it has to put time and emphasis on the training of that team. If it puts time and effort on the training of one team, the rest of the boys in the school will be neglected. Thus is violated the basic principle upon which the school stands, namely, opportunities for all.

There is no getting away from this vicious chain if the school has to make the team support itself financially. We can squirm and dodge and alibi, but we have to come back to what actually happens in practice—if it finances, it's a desperate try for a winning team.

If athletics is a phase of education, let's support it as we do any other part of the school program. If it is not a part of education, let's hand it over to "the Boosters' Club of the Town."

Speaking of this situation, at the American Physical Education Annual Meeting in Los Angeles, Frank Boren, principal of the University High School, University of California, said that as a principal, he did not underestimate the value of a winning team in unifying a school, but to purposely continue to develop that sort of a thing was bound to have a bad reaction in the long run, both upon the school and upon the individuals on the team.

Values in Participation, Not in Looking On.

All values are resident in the doing of the activities, not in the looking on and shouting. No longer can we make excuses that it is for the "loyalty to the school," "they get relaxation," "they are out in the fresh air." These are just platitudes. The value is in the doing of the activities. Therefore, plans must be so made that every child in the school gets his opportunity to take part in the game.

The excuse will not be accepted that the rest of the boys get "gymnasium." No. That was last decade. Invented activities on the gymnasium floor are a reminiscence of military training for "discipline and health" and have gone the path of all formal training.

Staff.

Little difficulty is encountered in the problem of the staff for the conduct of activities after school. In a large school one of the physical directors can come late in the day, possibly at noon, and continue during the afternoon schedule. It is simply a continuation schedule, and there are many precedents for this in the school today. This avoids the situation of having a director so tired out at the end of the school day that he can not properly handle the program of athletics. In a very small high school the same situation obtains.

This avoids the friction that will always come where extra salary is paid for the people who handle the athletics. Paying an extra salary for after-school activities causes unrest not only among the other teachers in the physical education department, but in the rest of the school, and is liable to become a very serious administrative problem.

The school will have to devise some plan for the supervision of the playground on Saturdays and in vacations. Extra payment for this does not cause the administration difficulty that extra payment for after-school activities causes.

Taking Everyone into the Plan.

From the standpoint of staff, equipment, supplies, and yard space, the pupil load will have to be spread out over the entire day. A full period each day will give all the children in the school an equal opportunity for the vigorous big-muscle, social team games

which the situation demands. Activities can be organized and practiced during the instruction period. Match games can be scheduled after school. A full discussion of this in-school physical education program would carry us over into the administration of physical education which will have to be reserved for another time.

Classification.

By classifying all the groups according to age, height, weight, or some other index, regular schedules may be planned for the after-school period. When the physical director sees himself as an *organizer* and not as a *coach,* this can be done, but not until then. (See page 257.)

Group Leaders.

The physical director, in connection with the after-school athletics, will have to organize group leaders. A special class in Methods of Leadership could well be a part of the regular in-school program for some of the juniors and the seniors. By this method of delegation of responsibility, the work of the director could be multiplied many times. This plan of leadership can be made effective even in the lower grades. (See page 322.)

The Interschool Relationship.

Undoubtedly some interschool relationship is desirable. This does not have to mean state and national championship. There is plenty of competition within easy reach of most of the high schools of the country. As soon as you spread out the district in which competition is held, to that extent you complicate the problem, and to just that extent you let the situation get away from the control of the school people.

Most of the large cities of the country restrict league competition to the limits of that particular city. I say league competition, but that does not prevent occasional games by individual high schools with individual high schools out of the city.

Where there is only one high school in a city, it is possible to establish districts where travel can be restricted to daylight trips. This plan will eliminate the necessity for any elaborate eligibility rules, which always lend themselves to various interpretations and tend to keep out more worthy team members than unworthy ones.

For the purpose of spreading out the privilege of team member-

ship primarily, graduates who are taking an extra year in the high schools and people over twenty-one years of age should be excluded from membership on athletic teams engaged in interschool competition.

Playing with outside organizations should be discouraged on general principles. First, for the physical good of the schoolboy, who likely has all the physical activity he needs in playing on one team. Second, it is not fair for the schoolboy who has his privileges to take the place of another boy on an outside team who has no other privilege.

The same conduct rule should apply to membership on athletic teams as to all other school activities, such as membership in the glee club, orchestra, dramatic club, debating club, and to the eligible ones who may hold school offices. This conduct rule should be, good citizenship of the school. This is understood to imply proper conduct and attitude toward the school and his studies and reasonable scholarship records.

It should be the school itself, not the opposing school, that should be anxious about the conduct rule of its students. When a school "slips some one by," it is "slipping them by on itself" and absolutely no one else.

An example of this conduct rule and its relation to scholarship is shown in a report of the Fremont High School, Oakland, California, Mr. H. D. Brasefield has shown that good conduct and scholarship can be made to harmonize with good athletics if the school so wills. Mr. Brasefield says:

"We have 463 students on our Honor Roll—229 boys and 234 girls. This is 29.2 per cent of our enrollment of 1,585, 30.5 per cent of the boy enrollment, and 28.2 per cent of the girl enrollment. This is the first time that the boys lead the girls as a group. When we started the scholarship plan four years ago, very few boys were interested and those who did qualify for the lead in the Honor Roll were not looked upon favorably by their schoolmates. We have been working term by term with the boys and at last have changed that attitude so that now the boys who qualify for the lead are honored by the boys of the student body as much as those who achieve success in interschool athletics. Of the fifteen boys on the baseball squad, six are on the Honor Roll; the fifteen boys received 85 marks, of which 34 were 1's, 26 were 2's, and 25 were 3's. This is one of the best records that we have ever had in an athletic group.

"This quarter we have 503 on the Honor Roll against 448 a year ago. Of the six who are tied for lead, there are five boys, and among this group of boys, each of whom has seven 1's in scholarship to his credit, is ————,

who has been the mainstay in our baseball team and largely responsible for the fact that we have won the championship. It would have done you good to have been at the assembly this morning and heard the cheers and applause which the students gave ———— when I especially commended him for his work."

Colleges Also Taking a Stand.

"At Brown 'a more substantial foundation for outdoor sports' was wanted. A new Athletic Council had been organized to take charge of all sports, engage coaches, supervise expenditure for equipment, and 'render to the corporation the same complete annual report as does any other department of the university.' The football, baseball, track and swimming coaches are now members of the Faculty 'and give the entire academic year to the service of the university.' The aim is 'to carry the ideals of the curriculum into all outdoor sports, so that every game shall develop intelligence and character.' President Faunce intends to be understood:

" 'We hope the time is not far distant when no man shall be deemed competent to give any instruction in outdoor sports unless he is associated in the Faculty with the teachers of literature, science, and philosophy. Then all the work and all the play of the university will be animated by one spirit and directed toward one goal.'

"Elimination of the professional coach is implied. On January 15, President Lowell of Harvard, said that at the present time intercollegiate sports resemble the world's series in the professional baseball leagues. His view was that 'as the aim in instruction is to give education to all, that in athletics should be the physical culture of all.' Accordingly, intramural contests should be encouraged. Of intercollegiate football games, President Lowell said:

" 'They should be conducted for the benefit of the students, by themselves and by the appropriate authorities of the university, not by others to furnish entertainment to alumni and the public.' "

(*New York Times,* January 21, 1927.)

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CHAPTER XXI

THE POST-SCHOOL AGE

THE COMMUNITY PROBLEM

The community problem presents the need of a new type of organization and a new playground, as compared to the child problem which we have been analyzing in the previous Chapters.

We here deal largely with people of post-school age. However, it will readily be seen that on the lower age levels there will be numerous children who have dropped out of the public school for one reason or another. Immediately upon dropping out from the public school, this group joins the community group, as there can be no carry-over from the school.

The basic theory upon which a city provides free playground activities or free schools is that their use is practically universal, or that the particular activity is so important that it involves a common good.

As soon as we face the recreation problem in the community, we face a great variety of interests. One man wants to garden, another wants to hunt, another plays golf, another plays polo, another wants to fish, another bowls, etc. It is obvious that there is a limit to the support by the public of such activities.

RECREATION BROADLY DEFINED

Recreation for the adult group should be broadly conceived. It should never be limited to what we have called the big-muscle activities, but should include the musical, the manual and the various other types of educational activities. (See page 295.)

Viewed in this way, the community problem includes all the activities which are promoted under the name of adult education. All the various types of adult education, whether they have as their purpose economic advancement or merely cultural and intellectual results, are in reality a constructive use of leisure time.

A representation of this broad conception of the proper use of leisure time is seen in the Peoples' College movement in America. These colleges promote adult education in a most constructive way. In fact, the activities are not looked upon as "work activities" but as play activities. (For additional information address Pocono Peoples' College, Henryville, Pa.)

THE SELF-ORGANIZED GROUP

Community recreation, from the standpoint of the recreation department, resolves itself largely into a stimulation and an encouragement of self-organized groups. A modern community is a maze of such groups. The family, the church, the shop, the industrial unit, the club, the improvement association, and the social group are merely types of the many that exist.

Recreation in this group will be taken largely with a selected group of associates. Many times these associates do not live in the same neighborhood but contacts have been formed from other types of association. Most of the players at a municipal golf course come in friendly groups. Players seldom like to play with a "pick-up." The same is true at the municipal camp, community picnics, hikes, and other activities. This situation requires a different treatment from that on the lower age level, where the child's associates are neighborhood or school cross-sections.

The most important of these self-organized groups is the family unit. There are many types of activities that the family would like to do together if there were opportunities. In spite of the talk about the breaking-up of the home and the jest that the reason why children do not want to stay at home at night is that they are afraid to be alone in the dark, in the lives of most of the people of America the home is the rallying point. One of the reasons why the family has not taken more recreation together is that there have not been activities available which are suitable for the various members of the family.

The strongest instinctive ties of life dominate the relationship between parents and children. If my experience in contact with hundreds of fathers is worth anything, it indicates that there is nothing that the father would rather do than be out for a holiday trip with his children. This especially applies to the time when the children are small, but if practiced then, it will likely carry over well into the 'teens.

John Nolen, speaking at the 1926 Congress of the Playground and Recreation Association of America, told of a recent visit abroad. He pictured the railroad stations clogged in the evening with family groups returning from picnics and outings. Our highways reveal the same tendency when opportunity permits the family to recreate together. Much can be done to provide opportunities for recreation for this family group.

A Useful Inexpensive Fire-place

Self-organized Group Needs Little Supervision.

This group that comes together of its own accord needs little supervision. If it is the family group, the church group, or the neighborhood group, there are older people in it. If there are not older people in the group, at least the group can be held responsible for results. As an example, if a baseball group is given a permit to use a baseball field and it develops that the conduct is not up to standard, the group can be held responsible. The group can be told that no permits in the future will be issued unless good conduct is guaranteed. If the situation is handled in this way, the group will handle its own problem of discipline.

Many of the Activities Can Be Placed on a Self-sustaining Basis.

Many of the activities into which this self-organized group enters can well be made self-sustaining. In fact, if they are not made self-sustaining many of the activities will not thrive.

This principle by no means violates our early contention that playgrounds should be open and free to all children at all times. We are dealing here with a totally different problem. In the case of camps, board and sleeping accommodations are provided. No self-respecting citizen would accept these free from the city if given the opportunity, yet he does send his children to the free public school and playground.

Only a very small percentage of the community may want to play golf, and it would not be fair to tax all in order to give that privilege to a few. The same is true of boating, swimming, and many other types of activities.

A self-sustaining program should not be confused with a program supported from the receipts of concessions. There is a tendency today to make of our city and county parks cheap amusement centers. This is being done primarily to increase financial income from such cheap amusement centers as may seem to appeal to the people. In line with this growing policy, many park departments have given concessions to merry-go-rounds, roller coasters, and other amusement devices of like type. The publicly-owned amusement park differs very little from a privately-owned amusement park The recreation department must take a firm stand against such practices if a firm foundation is to be laid for the rendering of permanent service to the community.

In a new book on municipal activities Lent D. Upson says:

"Certain types of public recreational facilities such as moving pictures and dances, which compete in any way with private commercial recreation, should be largely self-supporting. There is no question about furnishing concerts or other appropriate recreation free to those confined in hospitals or eleemosynary institutions, but there should be a limit to the free entertainment of this nature furnished to the general community. The community is its own master, and if it wishes to provide recreation for itself on the community plan, the cost to be met by taxation, nobody can deny it such a policy. However, it is believed that more appreciated entertainment and recreation can be furnished on a communal plan, if the beneficiaries will pay directly the nominal sum necessary to finance such ventures. It seems feasible, for instance, for the recreational authorities to furnish a community center, with a moving-picture machine, an operator, and films for an evening at cost price, which will be met by the dues or contributions of the organized centers."

(The Practice of Municipal Administration, page 302.)

This is exactly the position that we have taken in connection with the community recreational activities for wage-earning adults.

Support Is Not a Burden to Participant.

The cost of recreation to the individual under the community plan here suggested is very low. Figuring it upon an hourly basis and comparing the cost to commercial recreation proves this point. For example, compare the cost to the player of a round on a municipal golf course to the cost of a round on a private course. The cost of a municipal course is seldom more than ten per cent of the cost on a private course. In spite of this, many municipal golf courses are paying their own way and providing some small extensions. (See page 365.)

Not All Would Be Cost-Covering.

This cost-covering plan is not intended to cover all types of community recreation. It would not be the plan to station a ticket collector at the gate of the park. It would apply to certain types of activities that are expensive and are engaged in by only a small percentage of the community.

Variety of Activities Might Be Greatly Increased.

Under the "pay-as-you-go" plan, there might be a great increase in the types of activities offered to the adults of the community. There is no reason that to the growing list including municipal golf, camping, swimming, might not be added municipal hunting and fishing as well as others.

Not to Be Confused with Children's Playgrounds.

The activities which are referred to in this section, together with the places where they are played, should not be confused with the school child's activities nor the place where they are played. These community activities will be organized at different places and under entirely different conditions.

For example, in the membership of the school baseball team, we would consider such problems as eligibility, classification, training of the team. We provide school teams with suits and supplies. In this community problem we are concerned only with the providing of the place to play. We merely make possible activities for the self-organized group.

In certain of the activities the entire age range will be seen—these are the family activities. This age range is well illustrated in the activities of the community camps, community social arts, community festivals and community centers.

The Place of the Recreation Department is That of the "Self-Starter."

In most of the community recreation activities, the recreation department acts merely as a "self-starter." It gets groups going and then withdraws. The department organizes leagues, tournaments, regattas; makes out schedules; provides places to play and then withdraws, leaving the groups to work out the financing, officiating, and other details. The recreation department makes itself felt only in case the "engine stops." If the engine stops or shows signs of stopping, the recreation department—"the self-starter"—comes in to give the group a new start.

The function of the recreation department from the standpoint of community recreation is that of an organizer. The service of the department should be available to every type of self-organized group in the community.

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CHAPTER XXII

MUNICIPAL GOLF

This Chapter will deal wholly with the problem of municipal golf, as distinct from any consideration of the management of the private golf courses.

The rise of the municipal golf course movement brought with it the one new theory of community recreation which is being strongly recommended, namely, the "play as you go" plan. The new theory was forced upon the community because of the high cost of the construction of a golf course, together with the high maintenance. Coupled with this high cost of construction and operation was the fact that golf was at that time played by only a small percentage of the people of the community. Because of the limited number of people who played the game, support by public taxation was impracticable.

The rise of golf is undoubtedly due to the particular appeal of the game, and to the fact that it is played in small groups of two, three, or four. The fact that it is an out-of-door game for young and old has been in its favor. The game provides vigorous exercise of the body as well as mental relaxation, this becoming an antidote to the strain of city life.

The first municipal golf course in this country was opened in Boston in 1891, yet Boston has fallen well back in the list as compared with other cities of the country at the present time. Boston has one eighteen-hole course and one six-hole course on less than 125 acres. Chicago allowed putting-greens in the parks in 1899 and in 1913 opened its first municipal golf course in the South Park system. Today over 350,000 people are using the Chicago courses annually.

CONSTRUCTING THE COURSE

In the early days municipal golf courses were makeshift affairs. They were laid out in public parks with no particular thought given to architectural design. A hole was sunk at some convenient point

and the grass around was given a little additional care and it was called a green. In the West and in many portions of the South, grass greens were entirely too expensive to install or to maintain, so the greens, instead of being grass, consisted of sand and oil.

With the tremendous demand for municipal golf and the willingness of the public to pay a small fee, it was possible to build better golf courses and to maintain them in a better way. We have today many municipal golf courses throughout the country which compare favorably with private courses.

The Architect.

If a golf course is to be properly laid out, it is essential to bring in an expert who not only knows the problem of the laying out of golf courses, but understands the particular needs of the municipal course. Much time and expense will be saved by employing a competent golf architect before purchasing the land. Many instances are on record where land has been purchased for municipal golf without expert advice. After calling in experts, it was found that the course was not of proper size or that the contour of the land was such that it was not usable.

Contour Survey Maps.

A five-foot contour map should be made. It will be upon the basis of this survey that the golf architect will lay out the various holes and determine the location of the greens. From this map it will be possible to figure the climbs from one hole to another and also to estimate the excavation and grading necessary for the greens.

Size.

An eighteen-hole golf course will require from 125 to 175 acres. The exact size will depend upon how much of the land is usable. Some short golf courses have been laid out, where everything was extremely favorable, on as small as 110 acres.

In buying a municipal golf course, thought should be given to the acquiring of sufficient additional land in order to establish several practice fairways. These additional fairways could be used very profitably by beginners and could also at times be used by the professional for the purpose of giving instruction.

Type of Land.

The golf course should be constructed on land that has a gentle, rolling character. The presence of trees is exceedingly desirable. The type of soil will probably have to be accepted, but, where possible, a sandy loam would be advisable. Adobe or clay soils will require a great deal of attention and treatment if they are to be made usable, thus greatly increasing the cost of construction and the expense of upkeep.

Establishing Par.

Par means perfect golf without "flukes" under ordinary weather conditions, allowing two strokes on each putting-green. It is established according to the following scale:

Holes up to 250 yards inclusive, par is 3. Holes 251 to 445 yards inclusive, par is 4. Holes 446 to 600 yards inclusive, par is 5. Holes 601 yards and upwards, par is 6.

These figures are not arbitrary, because some allowance should be made for the configuration of the ground and any other difficult or unusual conditions. So also should be considered the severity of the hazards, especially on a hole where the par is doubtful.

Each hole should be measured from the middle of the tee to the center of the green, following an air line as nearly as possible.

The Handicap of the Player.

Upon the basis of par the handicap of the player is figured. One method is here indicated.

Having fixed the par of a course and having ascertained the best average score of players, obtained by taking the average of a player's best three scores, you can ascertain the handicap which each player should properly have. For example: If John Smith's best average score on a course is 76, and the par is 75, then John Smith should receive a handicap of 1.

Fairways.

Municipal golf course fairways should be seldom under 200 feet in width. It would be even better to have the fairways between 250 feet and 300 feet. Emphasis should be placed upon speeding-up the play instead of slowing it down by the installation of narrow fairways and severe hazards. With beginning players, the game itself will be sufficiently hazardous. It is very desirable to

have the first hole relatively long. The same applies to the second. This makes possible the getting of the people away from the starting point without undue interruption. A short second hole will always mean congestion. It is very desirable to have the first and tenth tees, together with the ninth and eighteenth greens, near the club house.

FATHER MAKES USE OF THE BACKYARD PLAYGROUND

Fairway Grasses.

Kentucky blue grass probably adapts itself best to practically all of the northern courses. It requires a rich soil and, when given such soil, makes an excellent turf.

The Red Fescue makes a very good turf on sandy soils, but on the whole is probably not so good as the blue grass.

The bent grasses make excellent fairway turf and may prove more practical in various parts of the country than blue grass. As a rule, however, the bents and the blue grass should be mixed.

A cover grass should be used on most of the fairways at the time of the original planting. A cover grass is a grass which starts quickly and later dies out. This cover grass protects the blue grass

and bents, which start slowly. An excellent cover grass is red top. The rye-grasses also are many times used to protect slow-growing grasses.

Putting-greens.

On a municipal golf course the putting-greens should be large, so that half the green may be closed for repair while the other half is being used. Putting-greens on municipal golf grounds get severe usage, and therefore they need unusually good care in connection with watering, weeding, and fertilizing.

It is in the building of the greens where expert advice will be needed more than in any other feature of the golf course. The tees and the fairways are simple to construct, but the putting-greens require different treatment in each part of the country. On the same golf course, one type of grass will be adaptable to the green while another will have to be used on the fairway.

The golf architect must be an expert on grasses. He must know what type of grass will do best under the particular soil and climatic conditions.

If it is not possible to build a large green, an auxiliary green should be made alongside the regular green, to be used in bad weather and while the regular green is under repair.

Grasses for the Green.

The fescues have had a wide use on the greens, especially in private clubs. They make an excellent turf capable of being clipped very short. It is doubtful whether the fescues are practical for municipal greens. They require a great deal of care, and the seed is very expensive.

One of the bents is likely best adapted to municipal greens. The United States Department of Agriculture has been experimenting with a new type of creeping bent which it recommends very highly. This bent is very hardy, requires acid fertilizer, and seems capable of crowding out weeds, clover, crab-grass, and other enemies of good turf. It also withstands cutworms, grubs, and angleworms. In addition to this it will stand very hard usage.

Tees.

The grass tee will not be practical on a municipal golf course; neither will the tee with a concrete foundation. A good tee can be

one made of clay, but it will take considerable care for upkeep. The best tee for municipal use is made of two ordinary cocoa door-mats, thirty by forty-eight inches. The player stands on one mat and drives from the other. Lefthand players simply reverse the process.

Club House.

The municipal golf course will require a large space for dressing-rooms, showers, and lockers. A lunchroom of sufficient size to accommodate the peak load is quite necessary. A well-designed club house should provide maximum facilities for handling a large group of men and women players in a limited time.

The club house should make ample provision for an office in which the business of the course is conducted. It should provide adequate room for a shop for the use of the professional, who not only repairs clubs but makes them.

Within the club house or in an adjacent nearby building, provision should be made for the housing of tools, hose, sprinklers, seed, fertilizer, and other material which will be used in and about the course. In connection with this building there should be a well-equipped repair shop with electric-driven machinery for the sharpening of mowers and the repair of equipment.

Drinking Fountains.

There should be a liberal scattering of drinking fountains around the club house and at convenient places about the course. It is highly advisable also that comfort stations be provided at some place out on the course at a point farthest removed from the club house.

THE MANAGEMENT OF THE COURSE

Professional.

The course should be in charge of a professional, who should be the superior officer of the entire course, having charge of the club house, the selling of tickets, the upkeep of the course, and having full responsibility for equipment and the handling of the public.

In some of the best-managed municipal courses a competent professional assumes the full management of the course, sells the tickets, conducts the business of the city; in fact, becomes a city

official, in exchange for the privilege of selling balls, bags, clubs, repairing clubs, renting clubs, and giving lessons.

In other places the professional is hired, and all the concessions are retained by the city. In either case, the management of municipal golf courses should be centered in one skilled man who understands the peculiar needs of municipal golf courses as well as the upkeep of the course itself.

Foreman.

The actual upkeep of the course should be in charge of the foreman, who reports to the golf professional. This foreman should be a man of general ability who can handle men. Under his charge should be placed the repair shop, care of machinery, care of the fairways and greens.

Care of Greens.

The specific care of the greens will probably need to be delegated to one skilled man who devotes his whole attention to their upkeep. It is an axiom that if the greens are good, the course is good. Under the head gardener in whose charge the greens are placed would be the helpers who have charge of the various greens. One man schould be able to take care of three or four greens after the course has been started and the greens are well established.

Other Workmen.

Other workmen will be needed to care for the fairways, the tees, and the sand boxes, and to give emergency help in case of receding fairways or greens.

Starting Systems.

Numerous types of starting systems for municipal golf courses are in vogue.

One of the oldest types was merely a rail against which the golf bags were placed. The starting time was indicated by the position of the bag.

Another starting system of this type was the long trough into which the golf ball was dropped—each ball bearing the mark of its owner. The position of the ball thus established the starting order.

Both of these systems caused many arguments and much confusion and it became necessary to have a starter administer them.

With the coming of the official starter, better systems were installed.

The two following systems have proved satisfactory:

1. *Signing Up Without Reservation.*—Under this system the player arrives at the golf course and signs his name, either as a single or part of a twosome or foursome. When the starting time arrives, unless there is a complete foursome, the starter calls for single players farther down the line to fill in the foursome. This plan usually involves a very long waiting list, with the waiting time ranging from two to four hours.

2. *Signing Up With Reservation.*—A system similar to the above combined with reservations is practical. These reservations are made either at the golf course, or at some downtown central office or by telephone a number of days previous to the playing day.

Golf reservations are never made for more than every alternating starting time. This makes it possible for players without reservations to have a chance to play. The reservation system tends to spread the crowd, except in cities where the golf links are already crowded from daylight to dark. A small additional charge is usually made for the reservation.

Starting Time.

On private golf courses, five minutes are usually allowed between foursomes. With beginners on a municipal golf course, five minutes between starting times are not enough. Seven and a half are nearer what it actually takes.

Charges.

Playing charges on municipal golf courses vary all the way from fifteen cents to a dollar per game. Yearly charges range all the way from ten dollars a year to thirty dollars a year. As a rule, where land has been bought specifically for golf courses, the charges are higher than where golf courses have been laid out in an established park.

COST OF BUILDING AND EQUIPPING A GOLF COURSE

The cost of building and equipping a golf course will vary with many local conditions. On some courses there will be very little grading, while on others the grading will be heavy. On some the soil will be rocky, while on others it will be sandy. Some of the courses will provide carefully-constructed greens, while others will not. In some parts of the country it will be necessary to pipe the

entire course, both fairways and greens, for water. In other parts of the country it will be necessary to pipe the course with water only for the greens.

Cost of Construction.

The following are actual costs of a golf course built in rocky soil which required considerable grading.

It provides for a contour survey and the employing of an architect. It further provides for the seeding of greens and fairways; a complete water system for both greens and fairways; bunker traps, tees, tee boxes, flags, putting-green, mowers, fairway mowers, drain tile and draining, and club house.

Architect fees	$5,784.00	
Payroll—all labor excepting carpenters building club-house	50,378.20	There was no contract work in building the course. Labor cost includes all work of grading; laying water system and drains; building temporary road, seeding, and getting greens and fairways into shape for playing.
Surveys and maps	1,006.38	
Water system	12,485.30	Material only—tank, pipe and pipe fittings.
Hardware	1,045.51	Wire for fencing and miscellaneous hardware; nails and bolts.
Tools	253.60	Shovels; picks; rakes; hoes; small tools; plows; scrapers; harrows.
Drain tile	1,873.58	
Lumber	936.17	
Sand	2,646.20	To lighten soil for greens.
Fertilizer	1,851.02	
Rent of horses and grading equipment	1,797.16	Horses and grading equipment rented for heavy grading and construction work.
Feed for teams	1,710.21	
Hauling	449.41	Miscellaneous hauling.
Seed	8,501.93	
Water	5,364.81	Water used to bring course into playing condition.
Power	165.80	Pumping water.
Miscellaneous	498.79	
Total	$96,748.07*	

* In certain parts of the country construction costs can be kept considerably under this amount.

Cost of Tools and Equipment.

The costs for the tools and equipment will be more uniform over the country than will be the costs of construction. But here again it is very difficult to get accurate estimates, as in many cities the park department supplies the tools and no separate account is kept as to the number used on the golf course. An example of this is where the park department uses the same power mowers to mow the fairways as to mow the adjacent portions of the park.

The following represents the actual amount spent on one golf course:

1 Truck	$837.00
5 Hole cutters	37.00
8 Putting-green mowers	382.00
5 Bunker mowers	207.00
3 Plows	125.00
1 Fresno	20.00
3 Triplex gang mowers (power)	1,302.00
1 Hay mower	65.00
2 Hay rakes	40.00
2 Harrows	40.00
2 Rollers	35.00
1 Spike roller (hand)	117.00
1 Spike roller (horse)	512.00
1 Discing machine	90.00
1 Tractor	625.00
6 Horses and harness	415.00
59 Sprinklers	826.00
13,500 feet hose	2,756.00
Cash register and safe	1,321.00
4 doz. Mats	165.00
Small tools	827.00
Total	$10,744.00

Small tools include rakes, shovels, weeders, scythes, sickles, wheelbarrows, hoes, gopher traps, grindstones, seeders, hay forks, jap rakes, pipe tools, wrenches, pliers, and small shop tools.

Cost of Club house.....$16,678.18
All material and labor, including lockers, plumbing and heating systems.

SUMMARY OF COSTS

Construction	$96,748.07
Tools	10,744.00
Club house	16,678.18
Grand Total	$124,170.25

COST OF UPKEEP

It is seldom that the upkeep costs of municipal golf courses are kept separate from other park or recreation expenditures. For example, on some courses the labor for the care of the greens and fairways, as well as the water for the sprinkling, is charged to the general upkeep item of the park department. In this instance, all that is charged to the upkeep of the course is the actual cost of management.

Upkeep Varies.

The upkeep in the East, where rain can be depended upon for the watering of the fairways, is less than in other parts of the country.

In the West and South these costs will be about a half more than in the East because of the cost of the water and the watering.

Other costs will have to be added if depreciation costs are to be considered.

The following estimates are made up from the average expenditures in some fifty cities. They are based upon one eighteen-hole course, for one year, with an attendance of 100,000 players.

Upkeep Cost.

Where rain can be depended upon during the summer	$10,000.00
Where fairways have to be watered—add	5,000.00
Where depreciation of tools, club houses, water systems, fairways and greens are taken into consideration—add	5,000.00
Total year cost of upkeep	$20,000.00

ATTENDANCE

Yearly attendance depends upon many circumstances, which include length of playing season, type of course, and availability to transportation.

Where all the conditions are favorable, the attendance may run over one hundred thousand players for the year. The number of cities reporting an attendance of more than this amount is very small. In the average city the attendance is nearer sixty thousand and in some cities not over twenty-five thousand.

Daily Attendance.

What is the maximum number that can play on an eighteen-hole golf course in one day? Figures again vary. Some cities report having played from eight hundred to nine hundred in one day. Figuring a foursome every five minutes, which is faster than players go out on a municipal course, this would mean over eighteen hours of play in one day. This does not seem possible. A maximum number playing on any one day can seldom be more than five hundred to six hundred. Even this is a very liberal estimate.

Income.

The income will, of course, vary. In some cities it will be only a few thousand dollars, while in others it will be as high as $40,000. Some cities aim merely to cover part of the operating costs, while others like Los Angeles, and Portland, Oregon, have actually paid for a large part of the cost of the construction of the golf course out of the income.

It is safe to say that any city that builds a good golf course which is accessible, and places a charge of fifty to seventy-five cents for a round of play, will be able to cover all the costs of operation and in addition lay aside at least ten per cent to take care of depreciation.

THE RECREATION DEPARTMENT SHOULD BE THE ORGANIZER

The recreation department should be the organizing force in the city for the promotion of municipal golf. There will always be enough men interested in golf to help if called upon. The president of the recreation board or the Mayor of the city might appoint a committee to advise with the city officials relative to procedure. This committee will have great weight both in getting the needed appropriations to build the course and in getting public support.

Other departments of the city will be able to assist in the project. The engineering department can make the surveys and lay out the water system. The legal department can look after the

deeds and the contracts. The street department can help with excavating and grading. Other departments can be called upon as needed. Public service corporations will, as a rule, be glad to go out of their way to assist with the installation of water, gas and electricity.

There are few other types of recreation that will be as popular or as valuable to the people of a community as municipal golf.

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CHAPTER XXIII

THE MUNICIPAL CAMP

Under the heading of the "municipal camp" will be considered only the problems relative to that particular type of camp; namely, the camp as a place of public recreation. There is an abundance of literature in print relative to the private camp and to the institutional camp.

What Is a Municipal Camp?

It has been no small task in this country to clothe the words "public camp" or "municipal camp" with a respectable costume. Contrary to what it should be, in many places, "public" implies the common, or in many instances even charity. We have noted what a desperate fight the public school had to get away from charity and establish itself on a thoroughly respectable basis. It is sad to relate, however, that still, in portions of this country, the public school is not held in high repute.

The Municipal Camp Is Not a Place for Convalescents.

If we immediately dispel from our mind that the camp is a place for sick people, it will somewhat help the situation. The municipal camp takes only well people and even requires a guarantee of health.

The Muncipal Camp Is Not a Charitable Institution.

Not only is the municipal camp not a place for convalescents, it is also not a charitable institution. Everyone who goes to the modern municipal camp pays full carrying charges and approximately one dollar in addition, which goes into a depreciation fund.

The Municipal Camp Is Simply an Extension of the Park and Playground System.

It is not at all by chance that the municipal camp movement as an extension of the park and playground system had its inception

in the democratic West. People use the municipal camp just as they do the public school or the public playground. How deep-seated is the idea that all of this should be charity is well illustrated by a remark of a student of mine during the past summer. The student was looking at some pictures of children playing on the playground and remarked: "Why these look like perfectly respectable children. In my city respectable children do not go to the playground." This indicates an attitude in many parts of the country, and is a millstone around the neck of progress in establishing municipally controlled playgrounds and recreation centers.

CHARACTER OF THE MUNICIPAL CAMP

A Family Camp.

The municipal camp is a place where people go in family units. It is perfectly obvious that, regardless of financial situations, a family with small children is out of place in the typical summer resort. The children are an annoyance to their parents, to the guests, and to the management alike.

The vacation period spent in making camp each night proves to be of little rest, and even in the mountains it is dangerous. Much of the water is polluted and there is a growing danger of forest fires. A definite demand seemed apparent for a rough camp where people could go in camp clothes and where the family could enjoy a vacation together.

Supervision.

Under municipal camp conditions where the family unit is maintained, the cost of supervision may be kept at a minimum. The maintenance of the family unit itself solves most of these problems.

Under More or Less Primitive Conditions.

The municipal camp makes possible life in the open under more or less primitive conditions. It simply means at its minimum three things: place to sleep; properly-prepared food; and health protection. To these will, of course, be added the various recreational activities.

Everyone Helps.

The camp is built upon the basis that every person in camp must be of some assistance. In the first place, the campers take care of

their own tents or cabins; make their own beds, and are responsible for the picking-up of papers within reasonable distance from their sleeping quarters. The campers take turns in waiting on the table, and stacking the dishes, as well as preparing the fruits and vegetables. Campers assist weekly in organizing and contributing entertainment to the evening camp fire. A well-organized camp will bring out talents which have remained dormant for years.

To casual readers this may seem to be a considerable amount of work, but it must be realized that in a camp of several hundred,

Doing "K. P." at a Municipal Family Camp

many of the duties outlined above would occur only once or twice within two weeks for a particular individual.

As a matter of fact, the policy of having each camper help has been a distinct asset. The "potato peelers" and the "K. P. squad" have thoroughly enjoyed working together. It is common for the working groups to arrange special stunts, the particular day they are on duty.

Low Cost.

The low cost of the municipal camp has been almost unbelievable to many people. It is possible to transport people one hun-

Municipal Family Camp—Note Rustic Buildings

Home-made Equipment at Little Expense

dred and fifty miles by train and return them at the end of two weeks, during which time they have been housed in tents or cabins with cots and mattresses (they bring their own blankets), have been provided with well-cooked food, and have been afforded the opportunity of a great variety of recreational opportunities, for approximately a dollar per day plus transportation.

During these two weeks the campers have been provided with the protection of a nurse and life-guards. They have had the help of a children's playground director, a director of hikes, a nature guide, and directors of evening social activities. All these, including transportation, can be had for approximately twenty-five dollars per adult, ranging down to three dollars for children two years of age. The exact cost schedule of one of the camps is here given:

THIRTEEN-DAY OUTING

	Adult	Years, 11–14	Years, 8–10	Years, 6–7	Years, 3–5	Years, 1–2
Board and lodging.....	$15.00	$13.50	$12.00	$10.00	$8.00	$3.00
Transportation *.....	11.00	11.00	5.50	5.50		
Total.....	$26.00	$24.50	$17.50	$15.50	$8.00	$3.00

* Children under 12 years, half fare. Other camps cost even less.

The low price for the camp assumes a minimum number in attendance. This minimum number must be approximately one hundred and fifty, and should be two hundred. Two hundred and fifty, however, is the maximum size which a camp should attempt to reach if it is to maintain a feeling of friendliness and cooperation.

MENU

MONDAY:

Breakfast. Apple sauce, corn flakes, oatmeal, bacon, cookies, coffee, tea, chocolate, milk.

Dinner. Spanish stew, boiled potatoes, carrots, spaghetti, peach pie, tea, chocolate, coffee.

Supper. Potato salad, cold meat, bean soup, beets, iced tea, coffee.

TUESDAY:

Breakfast. Corn flakes, corn meal, fresh apricots, bacon, fried potatoes, tea, coffee, chocolate.

Dinner. Roast beef and gravy, boiled potatoes, pickled beets, parsnips, cake, tea, coffee, milk.

Supper. Tomato salad, macaroni and cheese, rice pudding, tea, coffee, beef broth.

WEDNESDAY:

Breakfast.	Corn flakes, oatmeal, cantaloupe, hot cakes, bacon, fried potatoes, cookies, tea, coffee, chocolate.
Dinner.	Tomato salad, boiled beef and gravy, mashed potatoes, Spanish beans, rolls, cake, grapes, tea, coffee, milk.
Supper.	Lettuce salad, tomato soup, white beans, tea, coffee, milk.

THURSDAY:

Breakfast.	Cooked peaches, corn flakes, oatmeal, boiled eggs, toast, tea, coffee, chocolate.
Dinner.	Corned beef and cabbage, spaghetti, boiled potatoes, buns, apple pie, tea, coffee, milk.
Supper.	Tomato salad, bologna, boiled potatoes, string beans, chocolate pudding, vegetable soup.

FRIDAY:

Breakfast.	Cooked figs, corn flakes, oatmeal, hot buns, ham, tea, coffee, chocolate, milk.
Dinner.	Boiled beef and gravy, parsnips, baked potatoes, creamed codfish, carrots, chocolate cake.
Supper.	Clam chowder, potato salad, macaroni, chocolate cake.

SATURDAY:

Breakfast.	Fresh peaches, corn flakes, corn meal, bacon, fried potatoes, hot cakes, hot rolls, tea, coffee, cookies.
Dinner.	Hash, hot beets, boiled potatoes, parsnips, raisin pie, tea, chocolate, coffee.
Supper.	Tomato and cucumber salad, cold ham, creamed carrots, vermicelli soup, cake, tea, chocolate, coffee.

SUNDAY:

Breakfast.	Apple sauce, corn meal, corn flakes, boiled eggs, toast, fried potatoes, tea, coffee, chocolate, milk.
Dinner.	Roast beef, brown gravy, string beans, peach pie, watermelon, tea, coffee, chocolate, milk.
Supper.	Heart of lettuce salad, macaroni, soup, cold meats, cake, tea, coffee, chocolate.

(Bread and butter with every meal.)

This represents a typical menu of a family camp. With an attendance of 250 the cost of food material per person per meal would be approximately 17 cents.

CAMP STORE

A camp store will be needed in a family camp. (For list of store supplies, see page 92 "Camping Out.")

SPIRIT OF THE CAMP

The camp must be built upon friendliness and cooperation. It must be built upon the basis that everybody helps. It is astonishing what can be done to instill this spirit of friendliness into groups which come and go every two weeks. Small children in the camp, as well as fathers and mothers, can be made to look upon the camp as their own, and the trees and the flowers as their friends. Under this régime I have had the pleasure of working with a camp over a period of seven years, during which time I have never seen a knife mark on a tree. Parents tell me that this spirit of thoughtfulness for others, this care in not dropping papers, this friendliness and protection for flowers and trees, carries over into the activities of the home life.

A TYPICAL DAY IN A CAMP

The description of a day in camp will best give the viewpoint of a camp.

7:00 A.M.—Rising bell.

7:30 A.M.—Breakfast.

At breakfast there will be announcements of special activities for the day—hikes, nature trips, etc. Announcement will be made of the different people to help about the camp during the day. (This has been previously posted, so that it will not interfere with anyone's plans for hikes and fishing trips for that particular day.)

8:00 A.M.—Campers return to tents to put their sleeping quarters in order for morning inspection.

8:45 A.M.—Morning inspection.

9:00 A.M.—Nature adventure trip starts out for the day; hiking parties leave for destinations; mail delivered; campers write letters or read; children in the wading pool; men play horseshoe; older children on the field playing baseball; father and son starting out to fish (they should have been out much earlier); nurse has open hour for consultation; "peelers" for the day prepare vegetables.

10:00 A.M.—(10 to 12) Swimming hour.

The swimming will occupy the time of most of the people left in camp.

12:30 P.M.—Lunch.

1:00–2:00 P.M.—Loafing hour.

2:00–4:00 P.M.—Swimming.

5:00 P.M.—Dinner.

5:30–8:00 P.M.—Twilight hikes, horseshoe contests, evening baseball, games, horseback riding, reading, chatting, loafing.

8:00 P.M.—Rousing camp fire. All hiking trips and riding trips return for the camp fire. It is the rallying point of the day. The program will be varied with group songs, individual musical contributions, minstrel shows, dress-up parades, one-act plays, and other things within the grasp of the imagination of the group in charge.

9:00 P.M.—Adjournment of camp fire.

9:30 P.M.—Lights out.

This program outline, of course, is only fragmentary. It would be supplemented with overnight camping trips, horseback rides, beach suppers, back-country trips, and many other things which would come in the "day's work" in camp.

It will be noted that no mention was made of dancing. It is frankly admitted that dancing is a trouble-maker. Dancing brings with it dress-up clothes and the camp stands for camp clothes. Dancing tends to monopolize the evening program for a small group to the exclusion of the small children and the parents. Dancing brings late hours, which continually get later. Late hours bring with them late breakfast. Late breakfast interferes with the camp program of the day.

The two weeks' vacation period should be the time to do new things; to make new contacts; to stress new interests; to be along the stream with a rod over your shoulder and your boy at your side. It is a time for swimming, or a time to sit with a good book beside the mountain stream where you can hear the ripple of the water and the wind in the trees.

SUNDAY TWILIGHT SERVICE

A simple twilight service can be arranged for Sunday evening that will appeal to all the people of all creeds and denominations. Out under the stars with God's great Temple about you, all can join together in one service. The following is suggested:

HYMN
America
PRAYER
Lord's Prayer

Outdoor Liturgy of the Sierra Club

Reader: We praise Thee, O God: for the beauty of the morning.
Response: *For clouds and sunshine and autumn glory:*
Reader: We praise Thee for temples not made by hands,
Response: *Where the symbols of Thy bountiful presence are graven*
Reader: Upon Thy hills of light;
Response: *On valleys fair with blossom and fruit;*
Reader: On forests blue with gossamer haze.
Response: *We praise Thee, too, for shining seas,*
Reader: For the mystery and life of their teeming depths,
Response: *For wave and tide, for storm and calm*
Reader: That carve to beauty their far-flung shores.
Response: *We own Thy glory in purling streams*
Reader: That sing Thy songs in their cataracts,
Response: *And minister Thy peace in their placid pools.*
Reader: O Thou, who treadest upon the high places of the earth,
Response: *Companion the steps of the mountaineer.*
Reader: May the grandeur and beauty of mountain trails
Response: *Dispose all farers thereon to nobleness;*
Reader: That Thou in whom all live and move and have their being
Response: *Mayest nurture their hearts for lofty deeds.*
Reader: So shall the glory of the earth upon which we live
Response: *Renew our gratitude for thine unfailing goodness.*

HYMN

Battle Hymn of the Republic

SHORT TALK

Reading

"For nights with stars,
For paths to follow,
For hills to climb,
For love to cast its glow
On deeply shadowed places.
For all the poignant beauty
Of the Spring.

For gay, red autumns
To be happy in.
For friends who talk
Our language
And who understand.
For all these wonderful,
Glorious things—
We thank Thee, Lord."

HYMN

America the Beautiful

STAFF

The following staff is arranged on the basis of a camp of two hundred and fifty. It will be noted that some of the staff receive only maintenance; others only part salary.

Position	Salary per Month *	Duties
Manager	$175	General oversight—schedules activities—meets guests—adjusts differences.
Assistant manager	150	Orders supplies—checks in deliveries—supervises store—care of property.
Nurse	50	As needed.
Store clerk	30	Helps assistant manager.
Director of activities	75	Conducts activity—hikes—trips—evening camp-fire overseer.
Children's playground director	25	Supervises playground from 2 to 4 P.M.
Life guard (2)	25	Guard pools and teach swimming 10 to 12 A.M. and 2 to 4 P.M.
Nature guide	25	Conducts trips 8 to 11 A.M.
Sanitary inspector	20	Inspects all washrooms and latrines—keeps them clean.
Handy boys (2)	20	Help as needed.
Pantry helper	50	Care for food taken from tables—also pies, cakes, butter, bread, etc.
Dining room manager	75	Assigns volunteer help to K. P. and to preparation of fruits and vegetables.
Chef	175	Head of cooking staff.
Second cook	115	As assigned by chef.
Baker	125	Baking of bread, cookies, etc.
Dishwasher (3)	70	Wash dishes, pots, pans and clean up kitchen.
Caretaker, year round	75	General care of camp.
Mechanics as needed	125	Special assignment.

* These salaries include maintenance. Some of the salaries are very low as only three hours of work are required each day. There is no twenty-four hour responsibility as in the case of help at a childrens' camp. It is to be remembered this is a family camp.

DUTIES OF STAFF

The general duties of the staff have been noted in the previous chart. A special word will be said about the manager and the assistant manager.

Manager.

The spirit of the camp is in the hands of the manager. Experience has proved that a well-trained woman makes a much better manager than does a man. The women will be able to know in a more intimate way the problems of the mothers and the children.

The first contact with the camp is very important. Campers arrive as a rule at the end of the day. They are tired and irritable. It takes a cool head and a sense of humor to make this first contact. This contact is to be made by the manager.

The manager should assign the duties to the staff, and call staff meetings from time to time in order to guarantee unity of action on the part of the staff. Minor frictions will always have to be smoothed out. The manager is also responsible for the making-out of the menu. This will be done with the help of the chef and possibly the nurse. (For menu detail see page 445, "Camping Out.")

Assistant Manager.

The duties of the assistant manager center around the business management of the camp, including the ordering of supplies, checking and weighing of deliveries, care of the accounts, selling of meal tickets, responsibility of the store and post office. In addition to this the assistant manager should have charge of the care and upkeep of the grounds and plants. The caretakers and the mechanics should work directly under this official. At the close of the season a full inventory should be taken. A man will be better qualified to fill this position.

The following is the general information on one of the municipal camp folders:

GENERAL INFORMATION

What to Take.

2 pairs heavy blankets	Comb, brush, toothbrush
Pillow and case	Fishing tackle (desirable)
Bathing suit	Camera (desirable)
Sweater	Books and magazines (desirable)
Underwear and stockings	Musical instruments (desirable)
Heavy shoes	Sheet and mattress cover
Bath towels	Soap

Take a liberal lunch for the first day if desired.
Hot lunch available en route. Plan to leave in camp clothes.

Applications of persons in poor health will not be considered.

The management reserves the right to request any person whose presence may not be for the best of the campers, to leave camp.

Positively no firearms will be allowed.

Do Not Bring Trunks!

Although tents, individual cots with mattresses and plenty of wholesome, well-cooked food will be supplied, it is to be remembered that the camps are located in rough country and that *Camp Rules,* not *Hotel Rules,* must obtain.

A trained nurse remains at each camp all summer. Doctor available.

Each camp maintains a store where may be purchased films, postal cards, writing materials, fishing outfits (a few to rent), candy, cakes and special provisions for mountain trips.

Owing to the low cost, each camper is required to perform a little camp service each day as outlined by the Manager. There will be no heavy or unpleasant duty to perform, but only service which any good camper will be glad to give.

Mail Address:

ACCOMMODATIONS

HOUSING—Floored tents will be provided.

BEDS—Individual cots with mattresses will be provided—campers furnishing own bedding and pillows.

MEALS—Plenty of wholesome, well-cooked food.

SANITARY FACILITIES—All sanitary facilities of the camp are in accordance with specifications of the United States Forest Service.

SWIMMING—Natural swimming pools. Instruction given. Life-guards in attendance.

FISHING—Excellent trout fishing in streams at camps and in adjacent country.

HORSES—Riding horses available—back country trips planned.

CAMP-FIRE CENTER—Programs planned every evening. Home talent, stories, community singing, and games.

CAMP SITES—BUILDINGS AND EQUIPMENT

Choosing a Camp Site.

A camp site should be chosen, where possible, in State Parks or National Forests. As a rule, in the West grants for camps sites have been made by the United States Forest Service. The municipal camp has been made possible by the cooperation and help which it has received from the United States Forest Service. Few people realize the service which they can receive from this most efficient arm of the United States Government.

Some of the prerequisites for a camp site are: (See also page 21, "Camping Out.")

1. *It should be on water.*—It is quite essential that a camp be located on a stream or a lake which will afford opportunity for swimming.
2. *It should have drinking water available.* An auxiliary supply of drinking water which can be kept safe from pollution must be available.
3. *It should have some level land.* There should be portions of level land upon which to erect buildings and a field of sufficient size for the conduct of athletics.
4. *It should have timber.* The camp site should be wooded, not only because of the beauty which it affords, but because of the shade which it renders in the summer.
5. *It should be near cheap transportation.* The camp should be near cheap transportation by railroad and highway in order that both the people and the supplies may be transported to and from camp economically.
6. *It should have interesting back country.* The camp should afford opportunity for interesting hikes, fishing trips, nature expeditions, and the various other types of side trips.

Improvement of the Camp Grounds.

The grounds should be left as natural as possible. No changes should be made unless absolutely necessary. Rustic bridges will have to be built. Roads and trails will be needed. Beyond this, little should be done. Electric lights on the grounds should be avoided. Vacation is the one chance in the year for people to look up and see a blue sky without the glare of electric lights. Camp planners should see that campers are not deprived of this opportunity.

EQUIPMENT

The following represents the equipment for a unit camp of 150 people and may be enlarged to 250 people:

Mess Hall.

15 tables, $2' 8'' \times 8'$
30 benches $10' \times 8'$

These tables will seat ten people, which is a convenient number to serve with average-sized serving trays and dishes. The Palisades Interstate Park Commission feels that tables $4' \times 4'$ are most efficient from the standpoint of utilizing all of the space.

13 doz. Dinner plates, 9″ white china
21 doz. Coffee mugs, heavy, white
21 doz. Bread or pie plates
21 doz. Dessert saucers
15 doz. Soup bowls 6″, thick
13 doz. Knives
36 doz. Forks
26 doz. Teaspoons
15 doz. Soup spoons
2½ doz. Sugar bowls large, Vienna china
2½ doz. Salt shakers
2½ doz. Pepper shakers
2½ doz. Mustard pots, covered
2½ doz. Oil and vinegar bottles
2½ doz. Syrup pitchers, glass
2 doz. Vegetable dishes, 10″, white china
5 doz. Water pitchers, 3-quart, white enamel
2½ doz. Coffee pots, 4-quart, gray enamel
2½ doz. Tea pots, 4-quart, gray enamel
2½ doz. Meat platters, 14″, white china

Kitchen.

1 Range, two or three ovens
2 Stock pots, 15 gallons
2 Coffee urns, enamel, with faucet (1 with bag and ring)
2 French knives, 12″–14″
3 Butcher knives, 10″–12″–14″
1 Boning knife
1 Butcher steel
1 Meat board, 15″ × 24″ × 3″
1 Wire broiler
1 Collander, 18″ hotel
1 Grocers' scale
36 Galvanized iron pails, 14-quart, heavy
4 Garbage cans and covers, heavy
1 Soup strainer
1 Gravy strainer
5 Measures, assorted
2 Funnels, 1 large, 1 medium
12 Muffin pans, 12 cup
6 Roast pans to fit oven
1 Flour sifter with ring, 16″
1 Kraut cutter, 3-knife
2 Ice picks
1 Meat chopper
1 Coffee mill
1 Potato masher, large, wire
1 Can-opening machine
6 Mop sticks
6 Basting-spoons, assorted sizes
6 Large forks, assorted
1 Meat saw
6 Assorted straight sauce pans
1 Cleaver, heavy
1 Steel griddle plate, large
1 Orange squeezer, glass
4 Small fry pans
4 Medium fry pans
4 Large fry pans
3 Sauce pots
5 Cereal cans, 15″ × 24″, with covers
6 Ladles, assorted sizes
1 Hotel potato ricer
2 Heavy pot forks
1 Cake turner
2 Dish pans, 21-quart
1 Dish pan 20-quart
2 Dish pans, 40-quart
4 Skimmers, assorted sizes
1 Chinese strainer, 9″
1 Wooden chopping-bowl
1 Mincing-knife, double
2 French egg whips
1 Dover egg beater, large
2 Wooden army pails
2 Galvanized iron mop squeezers
3 Black japan trays, 24″, heavy
1 Cereal cooker, large
1 Corkscrew
2 Biscuit cutters
2 Doughnut cutters
1 Large grater
1 Medium grater

Bakery.

2 Dozen pie plates, 12″
4 Sets Pullman bread pans, 3″
1 Baker's mixing bowl, 34″
1 Hotel rolling-pin
1 Pie rolling-pin
4 Cereal cans, same as kitchen
3 Wooden spoons
1 Flour sifter
1 Piano wire whip, 16″
1 Sponge kettle hotel
2 Pastry brushes
4 Biscuit sheets to fit oven

Miscellaneous.

1 Cross-cut saw
2 Hand saws
2 Axes
10 Garden rakes
5 Garden hoes
35 Brooms, heavy No. 8
5 Mops, 18-pound
25 Fire extinguishers, small
4 Fire extinguishers, large
5 Hammers
5 Hatchets
2 Picks
1 Pair tin nips
50 Wash basins, enamel
50 slop jars and covers, enamel
1 Spring-balanced scale, 60 pounds
1 Platform scale, 500 pounds
2 Wheel barrows, iron
2 Crowbars
6 Coal shovels
1 Small safe
3 Water coolers
25 Hickory chairs
1 Typewriter
10 Large lamps for ground
250 feet, 3-inch garden hose, 50-foot lengths
Athletic supplies as needed

Sleeping Quarters—Cabins or Tents.

150 Cots, single, steel, army style
150 Bed sacks, army type

The army bed-sack filled with straw makes an excellent mattress. At the end of the camp season, the bed-sacks can be emptied and laundered. This assures clean mattresses at all times. All bedding and toweling are bought by the campers.

70 Small mirrors
70 Small tables, 3′ 6″ × 3′
70 Shelves
150 Chairs
70 Lamps or candle holders

Other tools and equipment may have to be added, but the above will be sufficient to start the camp.

BUILDING

Store.

In a municipal camp there will be a need for a good-sized store. In the store there should be the various notions that would be needed about the camp, such as thread, needles, buttons, tape, handkerchiefs, hiking socks, etc. There will also be a call for bathing caps, hair nets, films, fishing supplies and first-aid material. Many items may be kept in the store for rent, such as fishing poles, and cameras.

Post Office.

Most of the municipal camps have established summer post offices. This has been done in the regular manner which the Government prescribes for the establishing of second- and third-class post offices. This will be a great accommodation to the campers, as parcel post and money orders may be sent and received. In addition to this accommodation, the post office more than pays for itself from the cancellation of letters.

Hospital.

An additional tent or a cabin should be reserved near the nurse's quarters for a hospital. It should be in a quiet, cool part of the grounds.

Nature Museum.

The nature guide should have at his disposal a museum. Here the various nature exhibits can be tagged. The specimens will form the basis of many interesting talks.

Mess Hall.

The mess hall can be very simple in construction. A long, narrow building will be much simpler to construct than a square building. A width of twenty to twenty-three feet may be had without going into any complicated plans and without supports. In the snow country, supports might have to be put in for the winter.

The exterior of the building might be covered with "slabs," thus giving a rustic effect. If a fireplace is built in one end of the mess hall, it is possible to use it as a lodge on rainy evenings. (See page 371.) (See also page 76, "Camping Out.")

Kitchen.

The convenient arrangement of the built-in equipment of the kitchen is very important. The camping season is no vacation for the chef and his helpers. The following should be carefully located:

Serving-table for kitchen
Scraping-table for kitchen
Wash-tubs and drain-boards
Dish-shelf
Storeroom

Cook's table (lead-covered), 3′ × 10′
Bakery table, 3′ × 10′
Hot-water system
Stove, two or three ovens, oil-burning if possible

All these items will have to be located in accordance with the plan of operating the kitchen and of serving the campers. As a rule, the served food should come from the kitchen to the waiters on one side, and the scraping of the dishes at the close of the meal should take place at the other side. Water should be piped into the kitchen and all drains connected up to the sewage system.

Sleeping Quarters.

In a municipal camp thought must be given to the convenience of the family groups. Some cabins or tents should be of a size to accommodate two people, others three people, and still others four, five, or six people. In as much as there will be small children in camp, the sleeping quarters should be located as far from each other as possible. Some of the quarters will need to be located near the water or on some cliffs where there will be a view, still others should be located on level ground to accommodate families where there are small children. (See page 58, "Camping Out.")

Wash-rooms.

Central wash-rooms should be built. There should be an abundance of hot water in the wash-rooms: It is advisable to have one or two showers even where there is swimming. A bathtub for the accommodation of mothers with small children is appreciated. Plenty of wash-tubs should be provided so that clothes may be washed. (See page 69, "Camping Out.")

Latrines.

Latrines should be located centrally as well as at outlying points about the grounds. (See page 365, "Camping Out," for full discussion.)

SUMMARY

Three major problems present themselves to the organizer of any camp. They have to be faced by the municipal camp manager. They are sanitation problems, the program problem, and the budget finance problem.

Sanitation.

As few camp managers will have the knowledge, sanitary requirement experts will have to be brought in. The experts will have to help lay out the camp, and install the water system and the sewer system, together with the septic tanks and disposal systems. Water will have to be tested, food will have to be tested and cared for, garbage will have to be disposed of, food handlers should be given examinations. State and local health officers should be consulted freely. (See sanitary regulations of local city and state, and U. S. Forest Service Regulation.) (See page 346, "Camping Out.")

Program.

A variety of activities should be offered. Special care should be taken that the program is fitted to the family group and not to just a few of the campers. Campers should not be urged to enter activities but should be given the opportunity. Many campers will want to take their recreation in their own way and this should not be discouraged. (See page 288, "Camping Out.")

Budget—Finance.

In a municipal camp a careful budget should be worked out. An amount should be allocated for purchase of food and material, another for the preparation of the food, another for the conduct of activities, and still another for the overhead salaries. It should be possible to tell at the close of each week, and better still at the close of each day, what the cost of the meals has been. In the yearly budget from which must be made up the camp rates, at least 10 per cent should be included for depreciation of tents, dishes, and other material. (See page 488, "Camping Out.")

Safety.

Safety should be the watchword that is impressed upon every employee of the camp as well as every camper—safety at the swimming pool, safety on the hike, safety when building fires. It is only by using the utmost precaution that the happiness of all of the campers can be guaranteed.

THE SPIRIT OF THE CAMP DEPENDS UPON LEADERSHIP

As is the leader, so is the municipal camp. This is of course true in connection with any camp, but more so where the family

unit is the basis of the camp. The leader must be at ease with the little children, the young people, and the parents.

The leader must love the great out-of-doors. He must love the flowers, the sound of the wind in the trees, the ripple of the water, and the blue sky at night. There can be no pretense in the out-of-doors. Sham shows up quickly. There can be no success unless the camp leader loves the out-of-doors and loves to see people introduced into that great wonderland.

SUPERVISED CHILDREN'S CAMP

Organized upon the same plan as the municipal family camps are many municipal camps for boys and girls. These are as a rule called supervised camps, to distinguish them from the family camp. Camp counsellors must be employed here, as in the private camps. A summary of two of the circulars of such camps is here given.

CAMP SIERRA

A REAL WESTERN CAMP FOR GIRLS

In order to gain the most benefit from the camp program, girls should plan to remain the entire period of four weeks from June 26 to July 23. Applications for shorter periods will be accepted.

The program will be that of a regular-organized girls' camp with outing features especially emphasized. The program includes:

Natural History.

Flowers, Trees, Birds, Insects, Animals, Fish, Geology, Astronomy.

Outing.

Fire-building, Camp Cookery, Trail Blazing and Path-finding. Hiking, Packing, Horsemanship. First Aid, Camp Sanitation.

Sports.

Archery, Baseball, Horseshoes, Swimming, Volley-Ball.

Evening Camp Fire.

Dramatics, Singing, Stunts.

RANKS

All newcomers will be ranked as Dudes (Tenderfeet) and by gaining proficiency in the above activities may become Wranglers,

then Roughriders and, finally—as leaders in activities—Mountaineers.

COST

Cost for the Month

	Years, 10–11	Years, 12–18
Board and lodging	$31.50	$31.50
Transportation	5.50	11.00
Total	$37.00	$42.50

Horseback trips extra.

WHAT TO TAKE TO CAMP

Khaki trousers or bloomers
Khaki or flannel shirt or middies
Wool socks
Stout shoes with ankle support
Tennis shoes
Bedding
Swimming suit and cap
Sweater
Towels
Toilet articles

DESIRABLE

Eye-shade
Large blanket pins
Flashlight
White middies (for dress-up)
Black cotton stockings
Adhesive tape
Jackknife
Gymnasium bloomers

SUGGESTED ADDITIONAL EQUIPMENT

Kodak
Fishing tackle
Musical instruments
Sketching material
Watch
Contour map of Sonora Quadrangle

Parents are requested not to send sweets to girls at camp. They get plenty of good, wholesome food and may purchase candy in small quantities at the camp store.

MAIL ADDRESS:

POST-CAMP PACK TRIP

This will be the week following the regular camp.

A trip to Hetch Hetchy, Ten Lakes, Little Yosemite, and Yosemite Valley itself will give opportunity for real outing experience. This trip will include some of the very best scenery of the High Sierras. All bedding and food will be carried on pack animals.

Make reservation for this trip at time of registration.

The time.....July 24 to 31
The ages.....13 to 18 years
The cost $12.50

KAMP KIDD—A REAL WESTERN CAMP FOR BOYS

CAMP SCHEDULE

Camp will open June 26 and close July 23.

Post-season camp in back country July 24 to July 31.

Boys are urged to spend the full four weeks in camp, although applications for shorter periods will be accepted. Boys who wish to stay over for the post-season camp should make arrangements at time of registration. The additional cost will be $12.50.

PROGRAM

It is the aim of the Department to provide a typically Western Program:

NATURAL HISTORY
Birds, Animals, Fish, Trees, Flowers, etc.

SPORTS
Swimming, Hiking, Fishing, Horseshoes, Archery, Baseball, etc.

EVENING CAMP FIRE
Dramatics, Singing, Stunts, etc.

ADDITIONAL ACTIVITIES
Trail Blazing, Packing and Saddling Horses, Cooking over Camp Fire, Radio Construction, etc.

REGISTRATION

Applications must have signature of parent or guardian. Registration opens May 1. Camp limited to 100. Registration is

limited to boys between the ages of 10 and 18 for the regular camp and 12 and 18 for those wishing to register for the one-week post-season camp in the back country.

COST

	Years, 10–11	Years, 12–18
Board and lodging	$31.50	$31.50
Transportation	7.50	15.00
Total	$39.00	$46.50

WHAT TO TAKE

Liberal lunch for first day.
A postal card ready to mail home.

Bathing suit	Toothbrush
Sweater	2 Pairs heavy blankets
Underwear	Pillow and case
Stockings	Sheet and mattress cover
Stout shoes	Fishing tackle
Towels	Musical instruments
Soap	Books
Comb	Magazines
Brush	Camera

Wear your camp clothes (khaki suggested) and good stout shoes.

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CHAPTER XXIV

COMMUNITY SOCIAL ARTS

DRAMA—MUSIC—FOLK AND DRAMATIC DANCING

Need of a New Word.

No single word is inclusive enough to take in all of the types of activities which we are proposing to consider under the term "Community Social Arts." We are in need of a word which will designate the activities which heretofore we have included under music, folk and dramatic dancing, and the drama.

Broadly speaking, the words "community social arts" could be interpreted to include all the activities which we have discussed and classified under playground and recreational activities. However, it is not likely that the name will be interpreted in such a broad manner. It is sufficient if we can interpret it to include drama with its various forms of expression, music with its various forms of expression, and the dance with its various forms of expression.

Daphnephoria and Dionysia.

The Greeks had a word which took in all these various types of activities, including even a broader sphere of competitive and community activities. The Greek festivals, while no two of them were exactly alike, included the broad range of activities referred to in this chapter. The Greek festivals, especially the Daphnephoria and the Dionysia, included contests in beauty, music both choral and lyric, drama both tragedy and comedy, processions, dancing, recitations, poetry, and various types of athletics. Horgh says, "The importance of these festivals for the development of Greek literature in its most finished and characteristic product, the Attic Drama, can scarcely be over-estimated." (Attic Theater.)

The Eisteddfod.

The Eisteddfod is being used in certain parts of the country to designate just this type of competition. The name Eisteddfod comes to us from the Welsh, and means "a sitting-in of the people." It has had a very important place in the development of the cul-

tural life of the Welsh people. F. J. Hoken, writing of the Eisteddfod, says, "It is a significant thing that the festival movement of Greece (when music, drama and art were associated with athletic contests) was very similar in this nature to the present Eistoddfod. Some Welsh people declare that they are the descendants of the Greek, and that great Homer himself was a product of the Greek Eisteddfod."

The Entire Community is Interested.

The community social arts are classified under the community activities not because they are of no interest or value to the school-age child or the pre-school child, but because they have an equal interest to all people in the community—young and old. Like the municipal camp and the picnic grounds, the unit of organization is the community.

Community social art activities are of great value and interest to the pre-school child. These small children have a place in the Christmas pageant, as fairies and toys, in the acting of the story play, in participating in the dramatic game, and in the May Day dances.

The community social arts are being stressed as a phrase of the curriculum of the public schools. Dramatic activities are stressed by the departments of English, while music is being taught in the early grades under the department of music, and folk dances are being taught under the department of physical education.

In the post-school group designated here as the community group, community social arts have been expressed in a wide variety of ways. Adults have participated in one-act and longer plays, in pageants, pantomimes, masques, and festivals. Large groups of adults have found expression as participants in the Masque and Pageant of St. Louis, the great Pilgrim Tercentenary of Plymouth, the Rose Festival of Portland, Oregon, and the MacDowell Pageant at Peterboro, New Hampshire.

OBJECTIVES OF COMMUNITY SOCIAL ARTS

All forms of community social arts should have as their objective *participation*. The only outlet of expression is participation. The motto should be "educational dramatics for the participant," "music for the participant," "dancing for the participant." These cultural arts should constitute one of the outlets of expression for the personality of the individual. They become an avenue to lead one on to the beauty of life.

Whenever any of these activities are so organized as to be primarily attractive to the spectator, the value to the participant, which is the basis of all educational value, is largely gone. This is especially true as it relates to children's activities. All values are resident in participation. This is true equally as it relates to the community social art activities as well as all of the other forms of play and recreational activities. All values of appreciation, of the joy of self-expression, of love of interpretation, all standards, flow out of participation and are seldom realized even to a slight degree in connection with mere onlooking.

THE DIRECTOR OF COMMUNITY SOCIAL ARTS

No phase of the play and recreation program can so easily degenerate into the cheap and the tawdry as can dramatics, music and dancing. The educational results are largely resident in the ideals of the director. Many of the great things of life are the simplest. It is the simple sterling quality which we admire in great men. It is the simplicity of educational dramatics, music, and dancing which must constitute their greatness. The director can not err greatly if he can hew to the line, "activities for the participant."

COMMUNITY SOCIAL ARTS CONSTITUTE YEAR-ROUND PROGRAM

Community social arts lends itself to year-round organization and includes activities for all ages. Because of this fact it becomes a valuable phase of the recreation program.

Children of the school age have many opportunities to participate in the activities, in connection with the school, the playground, or clubs. Especially in the summer time, when long hours of physical activity are undesirable, special stress can be placed upon the community arts program.

Because of the adaptability of the program to all ages it becomes an important part of all of the community recreational activities for the adult group. These activities will be continuous throughout the year. The activities adapt themselves particularly well to the community center program as well as to the industrial recreation program.

COMMUNITY SOCIAL ARTS IN PEOPLES' COLLEGES

The activities of the community social arts program have been stressed for many years at the Peoples' Colleges in Denmark. The

same situation exists in connection with the Peoples' Colleges which have been established in the United States. It has been found that the spirit of fellowship and friendship which is so essential can best be established through activities which center around music and drama.

DRAMA

The drama will take many forms of expression. Performances may consist of a single form of dramatic expression or they may intermingle a number of forms of expression. As a community activity, the drama will undoubtedly combine a number of forms of expression, thus interesting the larger number of groups of people and likewise interesting a larger age range. Some of the forms of dramatic expression will be as follows:

The Tableau.

The tableau will be grouped around certain main ideas and will seldom be used alone. Many times a beautifully staged tableau forms an adequate climax to a play, a pageant, or a procession. Such a tableau is well illustrated by the "Three Wise Men" and the "Christ Child," which forms an excellent climax of a Christmas pageant.

The Pantomime.

The pantomime is supposedly one of the simplest forms of dramatic art. It, however, is not as simple as sometimes supposed. All movements in the pantomime must be coordinated. It affords opportunity for excellent training for the participant. As with the tableau, pantomime should be used in connection with other activities.

The Play.

The short one-act play is well adapted to the use of children. The subjects of the play should be carefully chosen to form a balance. Children should be taken into the planning. All phases of the meaning of the play should be discussed with each one. Parts can be so chosen so that individuals play their opposites. The over-privileged boy can take some menial character, while the under-privileged girl is a princess.

The Masque.

The masque is largely symbolic. It is usually written in poetic form which has been handed down to us from Elizabethan days.

Blue-bird Costumes Made in City Costume Room

Using the Municipal Auditorium for the People—A Christmas Pageant

Masques as a rule are beautified with special dances and incidental music.

The Festival.

The festival has taken on many varieties of expression. Many of our modern celebrations are patterned after the festival. There is revelry, dancing, music, and an air of abandon. Many of our Mardi-Gras and community celebrations have been patterned after the early festival. These often continue for several days and include, in addition to competition in music and dancing, various types of athletic contests.

TWO FORMS OF DRAMA ESPECIALLY ADAPTED TO PLAYGROUND PROGRAM

The Pageant.

The pageant, like the festival, may be very simple or it may be very elaborate. A series of episodes make possible a great variety of types of activities covering large spans of history and offer a remarkable opportunity for the entire community to work together. Pageants in some communities become traditional, and performances quite similar in character are given year after year. In some cities pageants are given in five-year cycles. One pageant is given each year and is then repeated the following fifth year. Not only does this arouse interest in new participants, but people who have taken part in past performances return to participate or to witness the pageant in which they had formerly taken part.

The Christmas pageant offers a remarkable opportunity for a traditional performance. With slight modification or no modification, the Christmas pageant can be given year after year.

The Christmas Pageant.

The Christmas pageant offers opportunities for large numbers of participants. Where municipal auditoriums are available, they lend themselves very readily to such a pageant. The entire arena can be used as a stage, leaving the stage proper to portray tableaux which might be used as a climax to the pageant.

In such a Christmas pageant it is possible to utilize from two to three thousand participants ranging in age from the two- to three-year-old fairies up to the adults of the community. Older children can be costumed to represent the Christmas Decorations, among which will be the Snow Girls, Christmas Bells, Boys from

Back of the North Wind, Christmas Garlands, Christmas Wreaths, etc.

Other groups can portray types of Christmas customs such as the bringing-in of the Yule log, Christmas dances, reindeer, snow men. Other large groups of children can represent the contents of Santa Claus's bag. Among these would be Dolls, Candy Sticks, Story Books, Christmas Greeting Cards, Balloons, Jumping Ropes, Jumping Jacks and others which it might be convenient to organize.

Christmas customs of all nations offer opportunity to bring in diverse groups in the community. Groups of native people or groups of school children can prepare costumes of China, Sweden, England, Scotland, Wales, France, Belgium, Japan, etc.

The final scene of the pageant may be the Spirit of Christmas with several hundred Christmas Fairies coming in from all directions and literally covering the floor. Such a pageant could not be given on an ordinary stage but would have to utilize the arena of some large auditorium.

Many elements of the drama can be utilized in the Christmas pageant. The processional, the tableau, the masque—these can be combined with all of the various types of folk dancing and music. The singing may include both participants and spectators.

Performances of this type make possible a large community cooperation. In one Christmas pageant in Oakland, California, the following groups cooperated in staging the pageant:

Type of Institution	*No.*	*Type of Institution*	*No.*
Fraternal organizations	20	Churches	5
Patriotic organizations	11	Boy Scouts	20
Business and professional organizations	5	Y. M. C. A.	1
Individual adults taking leading parts or giving funds	250	Y. W. C. A.	1
Sons and Daughters of St. George	1	Camp Fire Girls	20
Municipal Park Department	1	Community Service	1
Municipal Street Department	1	Organized national clubs	9
Library	1	Business houses	11
Museum	1	Industrial plants	12
Women's Outdoor Clubs	3	Playgrounds	50
New England Association	1	Elementary schools	50
Social Settlement	1	Community groups	1
Municipal Auditorium	1	Colleges	2
United States Army and Navy	1	Merchants' Exchange	1
Newspapers	9	Clubs	7
		City Council	1
		Misc. organizations	11
		High Schools	5

It was of this particular pageant that Austin Lewis made the following remarks:

" . . . the pageant in question was held in the auditorium on two occasions before at least eight thousand people of all conditions of life. The fact that the program was found so universally acceptable was due to the skill, one might almost say the genius, for large-scale production, shown by Mrs. Emelie A. Hollington, who has evidently a store of those gifts which made Kiralfy famous and who, given a chance, would be able to prove that there is a new and splendid field in modern social life for the development of a new form of public art based on the massing of great numbers, which are in themselves so significant by mere virtue of their bulk, as to be completely impressive and indeed rather intoxicating.

"The modern Russians, since the Revolution, have found that truth too, and have invented a new form of mass declamation which we are assured competes, if it does not vanquish in effectiveness, the massed choirs of the Crystal Palace competition in the Hallelujah Chorus. Here again, it is a question of numbers. The Germans have tried to produce the effect by massing the audience, so as to take part with the performers in great plays, which require huge numbers of performers, as in 'Robespierre' and we are informed that the results are staggeringly striking. Of course we do not claim any such significance in the way of effect for our Oakland pageant, but there was behind it the same appreciation of the value of mass work as a spectacle and the same realization of color-values as have placed the dramatic events referred to in the forefront of human achievement in that particular direction.

"For example, just imagine the effect of teams of reindeer made up of young girls twelve to sixteen, full of life and spirit, driven by bigger girls in white, careening around the floor of the auditorium at full speed! Such an exhibition of youth and beauty and vigor not even the finest ballet in the world could give, for such ballet lacks the spontaneity and love of pure fun, the actual play quality, which these girls showed. It was one of the most lovely spectacles which the writer, a hardened watcher of spectacles, has seen, and in its very simplicity was a touch of that genius to which we have already referred and which, by a hundred minor and almost unnoticed refinements, made the spectacle not only memorable as a public ceremony, but quite notable as an esthetic achievement.

"Another quite beautiful spectacle was that of some hundreds of little girls of three to five or six years of age who represented snow girls and, dressed in white, running in large masses, gave the most striking and touching effect. There was a pathetic loveliness about this which actually brought tears. And this result also was obtained by numbers. A dozen or so little girls, so dressed, would have produced a beautiful but meager and over-spiritualized result, whereas the large numbers brought an added softness and increased delicacy to the spectacle. It is just in this matter of numbers that municipal shows have the advantage, for, with the great amount of material

which they have so inexpensively at hand, no private effort can ever hope to compete." —(*The Playground,* November, 1924.)

Educational Dramatics.

Educational dramatics are primarily for children when special emphasis is placed upon the educational method. Educational dramatics should not be confused with the common meaning given to amateur dramatics of the Little Theater.

Community Drama sets forth the educational dramatic method in a fine way:

"Educational dramatics for children are of fundamental importance. The dramatic instinct of the child is very near the surface—is very free. To foster this instinct, to provide the child with a means for self-expression which will not stifle spontaneity nor thwart personality but will stimulate the imagination and develop inner resources—this is vital and far-reaching.

"Many experts believe that in taking up the problem of community drama organization it may be best to begin with children's and young people's dramatics, making such dramatics a stepping-stone to adult dramatics. In many cases this will be found to be an excellent method of procedure. In a community where the power of drama is to be made a permanent thing, the plays provided for and acted in by young people are an important consideration. In country schools or city schools, in churches, clubs, settlements, on playgrounds, in connection with street play or on recreation piers, there is an ever-growing field where the dramatic worker who can bring practical help, who can offer creative leadership, is eagerly welcomed.

"In the field of children's dramatics, as in the entire field of community drama, it is important for the dramatic director to ask himself certain questions, the answers to which will determine his method of procedure.

"Such questions relate to the use in the specific community of drama for children in churches, settlements, playgrounds, social centers, recreation piers and clubs; to drama in the schools—how far it is being utilized and what help can be given; to the community groups which may be promoting dramatics; to what the library may be doing in story-telling and story-playing and how much information on the subject is available through the library shelves; to the extent to which children's festivals are being given; to the situation regarding the special children's films in the moving pictures, and similar questions which will show what is being done and what should be undertaken.

"The educational dramatic method as applied to children's dramatics is based upon the director's ability to draw out the creative and spontaneous expression of the child. 'Before lines are memorized,' says Helen Ford, the well-known exponent of educational dramatics, 'it is of supreme importance that the imagination of the player should be stimulated by a complete under-

standing and intense realization of the idea. If the imagination is fired sufficiently, the voice of the body automatically responds and an amateur player without technique may attain artistic, inspired dramatic portrayal. Approached in this way, amateur dramatic presentations can be truly educational and creatively recreational.'

"It is to secure this 'complete understanding and intense realization of the idea,' and the 'firing of the imagination' that the educational dramatic method has come into being."

—(*Community Drama,* page 78.)

AGE-LEVEL HINTS IN EDUCATIONAL DRAMATIC METHOD

This method to have educational or constructive value, must proceed in a definite, intelligent way, and since there are definite forms of dramatics for every period of a child's development, this may easily be done.

The Little Children.

Here all dramatic activities should be spontaneous, happy, natural, requiring *no preparation* on the part of the child. The child is always open for suggestion, so the wise, well-prepared director of this happy "let's pretend" period of development makes every effort to "suggest" wisely and thus bring out all the constructive material possible.

For Children from Eight to Twelve Years of Age.

Story-playing follows naturally. This takes more careful suggestion, and suggestions plus analysis plus closer identification with the character portrayed. Motives and emotions of the character are carefully analyzed. Let the children make suggestions freely. Do not over-rehearse. Keep them enthusiastic, interested.

For Children from Thirteen to Sixteen Years of Age.

A more formal method is used. An audience is now considered somewhat in that *"our best"* is to be offered. These young people want to be "very busy" about a play, sort of need much "getting ready," so let them start a workshop, perhaps. Set standards and start a pride in creation.

For Older Groups.

Now a more formal method is used. Artistic effects are striven for, plays and parts are carefully selected, committees formed, etc.

Organization is needed. Appoint stage manager, dramatic director, prompter, scenery manager, etc.

FOLK AND DRAMATIC DANCING

Folk and dramatic dancing form an important phase of the program of community social arts.

Dancing would become very naturally a part of all the pageants and festivals and in many instances it could be used in connection with the educational dramatics either as a part of the performance or staged separately between acts. Folk dancing becomes a very important phase of the physical education activities of the school, especially for the girls. It is also used to a good advantage on the summer playground in connection with the community center and the industrial recreation. (See page 308.)

As a playground activity, the May Day Festivals represent one of the best expressions of the dance. The May Day Festival lends itself very nicely to large participation, with great simplicity in equipment and costuming. The appeal of the May Day Festival, both to the participants and to the spectators, has not weakened throughout the years.

MUSIC

The following suggestions for the organization of music as a phase of the community social arts program have been prepared by Alexander Stewart.

Organization.

"1. *Supervising Director.*—On full time if possible and if program is sufficiently important to justify employment. If not justified, it might be possible to secure the proper type of director from among local resident music leaders on part time.

"Care should be taken, however, to select a director who possesses a sound background of musical training and experience, one who has executive ability and also an understanding of, and sympathy with, the ideals and purposes of community music. If possible, he should be able to successfully direct amateur choral and orchestral groups, and especially community singing.

"2. *Volunteer Leaders.*—One of the most important functions of the supervising director should be the training and direction of volunteer leaders. During several months of each year he should conduct a course in leadership and organization methods of community music

activities. Recruits for this class should be found among older high-school, university and church groups, as well as among the industries and institutions with which the recreation department has contact. The members of this class should be obligated to perform a certain amount of volunteer service for the department in return for the instruction received in the class.

"3. *Advisory Music Committee.*—It would be desirable if an advisory music committee could be organized, comprising persons prominent in the community who are interested in the promotion of music as a social force. This committee should be selected very carefully from representative groups such as the public schools, colleges, churches, service clubs, as well as music teachers and music organizations. The committee should not be too large and should be representative of groups in a broad sense rather than representative of individual organizations. This committee should meet at least once a month, the director making a report of his activities and advising with the committee as to future plans. The committee should in no sense attempt 'to direct the director,' whose responsibility is to the recreation director. If handled tactfully, such a group will be of valuable assistance, in stimulating community morale back of the music work of the department, and the members of the committee may at times be used for volunteer work.

Activities.

"The following are a few of the major activities possible in a music program of a municipal recreation department:

"1. *Neighborhood Musical Groups.*—Small neighborhood orchestras, choruses, glee clubs, quartets, etc., for both adults and young people may be organized, especially in the community centers usually operated in connection with the playgrounds.

"2. *Community Singing.*— . . . conducted during the summer on the playgrounds and in the winter in the community centers.

"3. *Band Concerts.*— . . . on the playgrounds, using school bands as well as adult amateur bands. If the park department or other agencies do not sponsor municipal band concerts, the recreation department might well undertake this activity using city funds where available.

"4. *Harmonica Contests.*—Boys' harmonica contests, such as have been successfully conducted in a number of cities could be easily popularized on the city playgrounds. Groups of boys could be organized into harmonica bands playing four-part harmony.

"5. *Folk Dancing.*— . . . one of the functions of the music department would be in supplying proper musical accompaniment for folk

dancing on the playgrounds . . . in neighborhoods where there is a large foreign born population national groups could probably be found to supply the music for their own national dances. Music accompaniment for drama and pageant events held on the playgrounds might also be supplied from among the musical groups developed by the music department.

"6. *Music Memory Contests.*— . . . for both adults and children similar to those conducted in the public schools throughout the country might be organized in the playground community centers.

"7. *Other Music Contests.*— . . . The music department might also organize various kinds of music contests for either individuals or groups, similar to those which have been conducted so successfully in many communities in some places under the name of an Eisteddfod.

"8. *Music Week.*— . . . in communities where Music Week is annually observed the music department could offer splendid cooperation by promoting special events of a suitable character on the playgrounds or in the community centers.

"9. *Christmas Carols.*— . . . the music department could act as the co-ordinating agency in arranging one or more programs of Christmas music on Christmas Eve or Christmas Day, to be given by the various church choirs and the choral groups of the community. These programs might be held in connection with the Christmas plays on the playgrounds. Another feature possible would be the sending out of the various carol groups to sing throughout the city on Christmas eve or Christmas morn.

"10. *A Central Bureau or Clearing House.*— . . . for musical information and advice might be maintained by the music department, available to individuals or groups desirous of arranging community sings or in organizing other community music, activities such as orchestras, choruses, bands, etc. This bureau might be able to furnish song text leaflets and other literature and data pertaining to community music activities, much of which is available through the National Bureau for the Advancement of Music, the Playground and Recreation Association of America, the Music Department of the National Federation of Women's Clubs, and the National Federation of Music Clubs." (See Appendix IX.)

THE YEARLY PROGRAM

The yearly program for the community social arts should be made out in advance and should be in the hands of all of the playground directors in the department. It should outline the days throughout the year upon which special programs will be given.

This will always have to be a matter of choice. The large number of local, state, and national holidays, together with the other occasions which lend themselves readily to such programs, will prohibit special performances in connection with all of them.

Monthly bulletins suggesting types of activities for the particular months are always an advantage. For example, a February bulletin should outline activities for Lincoln's Birthday, Washington's Birthday and Valentine's Day.

A number of cities, notably Chicago, have practically changed the character of the Hallowe'en celebration by making constructive suggestions throughout the schools and playgrounds as to better methods of celebrating that particular occasion.

PLACE FOR THE CONDUCT OF ACTIVITIES

The shady corner of the playground is especially adapted to story-telling and story-playing. In a number of cities during the summer, story-tellers, sometimes in Gypsy costume, have regular schedules on certain street corners and vacant lots. Once this schedule is announced, children will gather in large numbers waiting for the traveling story-teller.

School auditoriums should be used and stages should be arranged in field houses. Special triangular-shaped stages can be erected in the corners of the playgrounds. (See page 309.)

Large auditoriums belonging to the city, or privately owned may be utilized for big pageants. Other large festivals and pageants can be staged on lakes or rivers, or in attractive portions of the parks or town forests.

COSTUME ROOMS

The municipal costume room, or the workshop, as it is sometimes called, is very essential to the successful operation of the department of community social arts. This is especially so of the particular phase of the programs that relate to the educational dramatics, the festivals, pageants and dancing.

The start of the municipal costume room would likely be the utilization of some room or storage place where costumes may be kept and where stage scenery may be stored.

As the program grows and a large variety of performances are given, it will become necessary to have some one in charge of the costume department. The costume director will have to be some

one particularly artistic as well as very highly practical. Costumes which are historically correct must be designed. Cheap materials such as paper cambric, cotton flannel, and tarlatan will have to be made to look like very expensive costumes. Cotton flannel, for example, may be used as a substitute for velvet. Burlap may be painted with radiator paint to represent expensive armor. Trimmings of costumes may take the form of stenciling, hand painting, appliqué of paper decorations, etc. Many of the costumes are made without decorations of any kind and are simply used as a foundation for various types of costumes and may be trimmed with garlands, tinsel, or whatever decorations may be desired.

Every costume used at any time should be preserved. When it is returned to the costume room, it should be repaired, laundered, and filed in its proper classification. Costumes of many varieties should be accumulated, such as historical costumes, Indian costumes, Grecian costumes, early American costumes, elves, fairies, birds, butterflies, etc. Special use will always be made of folk costumes, especially the Danish, Swedish, Roumanian, Belgian, Italian, French, Finnish, Polish, and Russian. There will also be a wide range of symbolic costumes needed, representing the winds, rain, sun, trees, rivers, clouds, education, Justice, Art, etc.

These costumes should be used not only for department activities but should be loaned to any group promoting dramatic activities. These groups might include schools, churches, settlements, and even industrial groups, which often promote dramatic activities in which there are children. Adults should provide their own costumes.

As a rule, a small charge is made for these costumes, a sufficient amount to cover the laundry and repair. At all times it is advisable to require a deposit for the prompt return of the costumes. This deposit would also guarantee against loss or damage to costumes.

PROPERTIES

The mechanical division of the recreation department is well qualified to make most of the large stage scenery and stage properties. Large benches, chairs, panels and hangings should be constructed in this manner.

In connection with the school, many small types of stage scenery may be made. This is especially so where cooperation can be gotten from the manual training department. The making of stage

scenery offers a very remarkable opportunity for boys and girls to study the effect of light and color. Many boys may become interested in educational dramatics through the channel of helping to stage plays.

A standard loan blank is made out in triplicate by the group desiring costumes. One copy is filed in the central office, one copy is kept at the costume room, and one copy is retained by the borrower.

STAFF FOR COMMUNITY SOCIAL ARTS

It will indeed be a versatile person who can organize and conduct all the various types of activities in the community social arts program. In the beginning, however, this will undoubtedly have to be the situation. Later on, part-time directors may be engaged to assist in connection with the dancing, the music, the story-telling and the costume designing.

The director of the community social arts program of the department should be a full-time, year-round employee. Dramatic directors who come into the cities and direct single performances, expecting a large fee, and leaving not one single remnant of their organization behind *them* to help on future occasions, are a hindrance rather than a help to the community social arts program.

It is the year-round organizer who makes a permanent contribution. An organization is built up, public opinion is formed, playground directors are trained, costumes are accumulated. The entire community, including the schools, churches, settlements, and clubs, is aroused to the possibilities of contribution of the drama method.

THE TRAINING COURSES

Occasional training courses should be held for the development of leaders. This would be especially valuable just previous to the preparation and organization of May Day festivals, Christmas pageants, or other seasonable celebration. The leadership developed in this way is one of the most important phases of a community social arts program.

BUDGET

Not only should a definite budget allowance be made which would cover the salaries of directors, but certain amounts should be set aside for costumes, music, etc., which are necessary in relation to the conducting of the various types of activities. Small

amounts set aside in the budget to purchase material for costumes and stage scenery can be made to cover many needs.

This budget allowance, even though it is very small, may be so handled that it will be sufficient to conduct many activities. Costs may be kept low by adherence to simplicity and inexpensive effects. Simple goods may be purchased for costumes and volunteer help secured in the making of them. Much of the stage scenery may be made by the boys in connection with their manual training activities. Children's orchestras can be utilized in connection with the musical performances.

It is essential that these costs be kept low, so that it will not be necessary to charge admission. As soon as spectators come in on a charge basis, they are liable to expect too much in the way of talent, color schemes, scenery, etc. It is particularly essential in the working-out of the community social arts program that less be thought of the spectator and more of the participant. Spectators should be urged to become participants in order that they may really feel the joy that comes from expression.

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CHAPTER XXV

COMMUNITY CENTERS

Community centers are not new so far as being a part of the community life is concerned, either today or in the early history of civilization. There have always been community gathering places. At these gathering places interesting activities have always taken place.

Democracy and even civilization itself have centered in and emerged from community gathering places. In the early days it was the camp fire around which the oldest men in the tribe told to the young men the history of the race.

The Olympic games were community gatherings on a nation-wide scale. Beginning in 776 B.C., these games were held regularly every four years for over a thousand years and did much to unify Greek life as to ideals.

In the present day American Indian life centers around the community gatherings in connection with the camp fire and the ceremonial dance and the Kiva.

In early American history, life centered around the town hall and the church. Miss Follett feels that the hope of democracy rests on our ability to participate in, and be good citizens of, local community groups.

MODERN COMMUNITY CENTER TENDENCIES

The Private Club.

The private club is nothing but an exclusive gathering place. It has its advantage in that people with like interests can gather together on a congenial basis. It has its disadvantages in that it is based upon community stratification. The club says in inference, "We are just a little better than the rest of the community." There is, however, nothing to keep these private clubs from being sufficient in number to include everyone.

Improvement Associations.

The community improvement associations and the civic associations are all types of community gathering groups. The improvement association, originally established for the purpose of boosting certain neighborhoods, has in many cases taken on the form of recreation groups. Club houses are built. Socials, card parties, and dances are held for the community.

The Social Settlement.

The early social settlements were in theory based upon the idea of providing community gathering places. While it is true that they were largely dominated by the charity idea, the settlement's idea was to give the community a meeting place for recreation, culture, and education. The early industrial recreation clubs were dominated by this same idea. It was soon seen that before any of these activities could become educational they must be changed from a charity basis to a self-sustaining basis.

EARLY TENDENCY OF COMMUNITY RECREATION CENTERS

In the early days when recreation departments became interested in the community center as a phase of the recreation life of the community, the movement was thought of largely as a charity movement. Activities were organized *for* the people and in no way *by* the people.

This was simply a phase of the "uplift and paternalistic program" by which America has been so wretchedly afflicted. Lent D. Upson describes this type of community center:

"Community center, or recreational center work, means the building-up of juvenile and adult clubs which, during the daytime or evening enjoy recreation in the community recreation centers provided. The recreational activities undertaken include athletics, debating, dramatics, dancing and games, gymnasium work, manual arts, sewing, knitting, etc. The work does not differ materially as between children and adults. It is the frequent practice of the recreation authorities not only to organize the activities but to furnish the leaders for each individual phase of the work, demanding only that the people of the neighborhood attend the centers. The groups are not required to assume responsibility for organizing themselves into self-governing clubs. To carry out such a program on a large scale would be financially impracticable for any city, even were it desirable."

—(Practice of Municipal Administration, page 296.)

THE NEW COMMUNITY CENTER

The new community center which is emerging from the charity-dominated, autocratically managed center of the past will be a phase of the school or the recreational activities of the city. However, it will be controlled by the people organized into self-governing groups.

Community facilities will be used, such as school buildings, park and playground field houses, libraries, etc. The groups which use these facilities will be self-organized and self-sustaining, engaging in many varieties of wholesome activities in which they as contributing citizens of a community are interested. The freedom and the joy which come from self-determination, and the practice in democracy which comes from self-government, will be the foundations upon which the centers are built.

Upson points the way to this new type of center:

> "On the other hand, it is possible to provide a maximum of recreation and social intercourse if the organized efforts of the respective communities are enlisted. Considerable interest has been shown of late in the organization of community associations, and in their efficacy as agents of socialization and democratization, the latter naturally involving Americanization of foreign people touched by such organizations. It is urged that social groups should be organized into small democracies, with the community center as the capital, which should thus become the focus of social and extra-occupational life of the community into an association with a board of directors and officers to conduct this social democracy, to outline its policies, and to decide upon activities."
>
> (Practice of Municipal Administration, page 296.)

WHO SHOULD USE COMMUNITY CENTERS

All the activities in connection with community centers should be thought of as distinct from the children's activities. While there will be children's activities organized in connection with community centers on Saturdays and during vacations, the organization will be more from the adult community standpoint than from the children's standpoint.

With the exception of activities which may be organized for the entire family on Friday and Saturday nights or possibly in vacations or on holidays, the facilities of the community center should be reserved for the non-school members of the community. There are a number of serious objections to having the school children participate in the evening community center activities. In the first place,

the children have their own activities throughout the school day and in the afternoon. Additional activities may not only be harmful, but seriously interfere with the school studies and health practices. Sufficient excuses already exist for boys and girls to be away from home in the evening, that the community should not add to this situation by offering opportunities for activities in the community centers in the evening.

The second objection, which is really more serious, is that with the limited facilities and with the tremendous demand which there is for these facilities, every time a school child enters into the community center activities, he thereby bars another individual, usually a boy who is working during the day, from his only opportunity for wholesome recreation.

TWO TYPES OF COMMUNITY CENTERS

Two very distinct types of centers are characteristic of the community center movement. The basic ideas which control these centers are distinctly different.

The "Community Council" Type.

This type of center is one in which there is a full-time residence director who acts as an organizer and a promoter of activities to meet the needs of the various community groups.

The conduct of activities, however, is in control of a "community council." This community council is made up of representatives of the various groups in the community, including churches, schools, improvement clubs, and civic organizations. These representatives, together with the representatives of the various groups which make use of the center facilities, constitute a governing board.

The administrative overhead of the building, whether it is a school building or a separate building, and the salary of the organizing director, are met through public support. The cost of conducting activities is met by the various groups. It is the task of the director to advise and guide, yet keep sufficiently in the background so that the people in the various groups enjoy and receive the training from self-determination.

The following activities which are conducted in the Milwaukee social centers give some idea of the breadth such programs may take:

SOCIAL CENTER ACTIVITIES

Industrial and Craft

Applied Arts
Cabinet Making
China Painting
Cooking
Home Nursing
Jesso Work
Lamp-Shade Making
Millinery
Needlework
Personal Health
Reedwork
Sewing

Game and Athletic Activities

Billiards
Boxing
Table Games
Indoor Baseball
Basket-Ball
Volley-Ball

Gymnastics for Men and Women
Special Classes in Gymnastics and Games for Women Monday Nights

Musical and Literary Organizations

Debating Clubs
Dramatic Clubs
Public Speaking Classes
Parliamentary Law Classes
Bands
Orchestras
Minstrel Troupes
Glee Clubs
Mandolin Clubs
Ukulele Clubs

Civic and Social Organizations

Girl Scouts
Boy Scouts
Camp Fire Girls
Parent Teacher Associations
Mothers' Clubs
Men's Community Clubs

Dancing Classes, etc.

Library and Reading Room

Popular magazines and daily papers on file
Public Library service stations at which books may be drawn

Special Social Center Features

Wednesday Evening Entertainments
Saturday Evening Neighborhood Socials
Saturday Children's Motion Picture Matinees

NOTE: Boys and girls still attending the Grade Schools are not admitted to Evening School Classes, Adult Clubs, or to Open Social Center activities.

The "Permit" Type.

This type of center will be used by the self-organized group from the industries, banks, clubs, and churches. These centers will probably greatly outnumber the types of centers outlined above. They may consist of gymnasiums, swimming pools, club rooms, or auditoriums. People desiring to use them apply for permits. These permits are issued either for single occasions or for a season.

The organization securing the permit takes full responsibility for the program and the conduct of the group. In addition to this, the group pays the actual cost of operation, including janitor service, heat and light. In some instances the group also pays a director who acts in the capacity of a coach or an official. The total cost seldom runs over $6 to $7 an evening. This can be met by small dues or a small admission charge.

The problem of discipline in connection with such evening activities is very great. Trouble is seldom caused by the players themselves, but by the hangers-on. These floaters drop cigarette butts, loot lockers, and commit other types of nuisances.

This may all be avoided by allowing groups which use evening centers to issue cards to those permitted to enter. A small fee is usually charged for the support of activities. In this way the crowd can be controlled. Only in this way can the group be held responsible for the conduct of this crowd.

The following is a type permit with conduct report sheet:

GYMNASIUM PERMIT

.....192

To.....

.....

You are hereby granted permission to use the Gymnasium at .....for .....
between the hours of.....and .....
on .....
.....

Supt. of Recreation.
By.....

Kindly Present This Permit at Gymnasium. Please Return This Card Promptly If Error Is Discovered or If Unable to Use Date Assigned.

THIS PORTION TO BE FILLED OUT BY EVENING DIRECTOR IN CHARGE AND TURNED IN AT THE OFFICE AT CONCLUSION OF ASSIGNMENT OR IN CASE CONDUCT BECOMES QUESTIONABLE.

Conduct .....
Condition of gymnasium after use.....
Condition of supplies and other equipment after use.....
Anything damaged in use.....
Cash received for replacement of all damages.....
.....

Evening Director.

WHERE WILL THE COMMUNITY CENTERS BE CONDUCTED?

All available resources in each community should be used for both types of community centers cited above before separate buildings are constructed. Probably no city of America uses to the full capacity its present community center resources.

The following institutions should have all of their resources used to capacity.

The School.

The National Education Association at its meeting in Philadelphia in July, 1926, adopted resolutions that

"All public schools government boards should formulate a definite fact-based community-use policy and make definite provisions for its practical realization, however modest the beginning in any school system may of necessity be. School activity can not keep away from new relationship, even if it would. Modern educational thought is driving it to a closer and closer contact with the immediate community."

The resolutions set forth ways and means by which the school could form a closer contact with its immediate community.

The school is the logical community center, just as the school yard is the logical neighborhood playground. Millions of dollars' worth of property contributed by the community is standing idle every evening and all day and evening for over half the days of the year. Many of these buildings are equipped with auditoriums, shops, laboratories, swimming pools, and gymnasiums. These constitute the logical elements for the neighborhood community center.

Community Center Acts authorizing the use of school buildings in the evening have been on our statute books for twenty-five years.

They have been effective in few places. The communities are just demanding their rights. Their requests can not be ignored.

The Church.

Churches which have social and community rooms make an excellent rallying place for community center activities. They are being used increasingly in all communities.

Settlements.

Settlements are gradually shifting from a charity basis to a community center basis, thus giving the people of the community wide opportunities for determining the activities in which they are the participants.

Field Houses.

Field houses in connection with playgrounds and parks offer excellent opportunities for the conducting of community center activities. All existing places should be utilized, but special buildings should not be erected for the purpose of conducting community center activities until all other facilities in the community have been fully realized. It is doubtful whether many communities can build extensive field houses such as are characteristic of the park systems of Chicago. Certainly, every existing facility should be utilized before such separate buildings are erected.

Branch Libraries.

The modern branch library is making provisions for a community room where social groups may conduct recreational activities and where forums and discussions of various types may be held.

WHAT IS BEING DONE?

Since the enactment of various community center laws, school buildings are being thrown open on a larger scale to meet the recreational demands of the public.

In many cities these activities are conducted as a phase of the school. This is true especially of such cities as Milwaukee (see program on page 415), Boston, Newark, New York City, and on a larger or smaller scale in practically every city in the country. In some cities when activities are conducted in school buildings, the board of education provides the building, heat, light, leadership, and

janitorial services. In other cities the board of education furnishes the building only and other public or private groups assume the cost of operation.

In a number of cities boards of education provide buildings, and individual groups using the buildings pay for the cost of heat, light, janitorial service, and leadership. In certain instances the groups are allowed to charge a small admission or a membership fee. Examples of such activities are seen in Plainfield, N. J., Cleveland, and in certain phases of the club activities in New York City.

In many other cities the school gymnasiums are being thrown open for the use of community groups. While a certain amount of progress has been made, it can be considered only as a start. An example which has been given us by the South Park system and other departments of Chicago show what can be done in connection with wholesome recreational activities organized in municipally owned buildings. Cities which find that they can not afford such expensive buildings as Chicago must fall back upon the intensive use of buildings already owned by the city.

HOW SHALL THESE CENTERS BE ORGANIZED?

The community center movement is merely one of the administrative arms of the recreation department. It should be the prime duty of the director of this phase of recreational activity to provide self-organized groups, opportunities for expression in the various types of recreational activities which they desire. In addition to that, he should be a promoter, bringing the recreational opportunities of the city to the attention of all groups who may not be using their leisure time in the most constructive manner.

It will be no small task to make all such groups constructively self-governing. In such groups, as in all groups, certain rules will have to be enforced relative to care of property and the observance of the rights of others. If the general principle is followed of assigning responsibility and letting it be known by practice that additional privileges are always granted to law-abiding groups and taken away from non-law-abiding groups, the problem can be solved. Groups which refuse to respond to such treatment will simply have to be barred from the privileges

It is preferable that the schools conduct activities in their own buildings, but if this is not being done to the full capacity, some cooperative measures should be taken so that the recreation force and the school force of the city can unite on one intensive program.

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CHAPTER XXVI

WINTER ACTIVITIES

Winter sports constitute another group of activities in which there is a primary interest not only for children but for the community group or the family group. It is discussed under the community group because the facilities required to carry on the sports can not be easily provided on a school playground. Again, winter activities are difficult to organize in connection with the school program. Many types of winter activities are well adapted to the needs of the family group.

There are particular reasons why the winter activities are very important. It is the time of year when many other types of outdoor activities are impossible. The daylight hours in which activity is possible are the shortest of the year. In the light of these conditions there is a great tendency to organize games indoors. Thus at the time when vigorous physical activities are most needed, the least number of opportunities are available. Properly organized winter sports will satisfy a long-felt need.

Cities which have the advantage of natural winter sport resources have pointed the way to the possibilities of winter activities. In the country districts winter activities have always loomed large. The country has its hills for coasting, and as a rule has its natural skating places. The increased leisure which the winter brings to the country people makes it a natural time for recreation. Bob-sled parties, oyster suppers, taffy-pulls, church suppers, and similar activities are very popular.

In cities where these natural advantages are not available, a special effort should be made to provide safe opportunities for a large variety of winter sports. Streets can be closed for coasting, contests can be promoted, and winter carnivals can be organized.

Should Be Organized by the Recreation Department.

Winter sports should constitute one of the departments of the municipal recreation program. The promotion of winter activities

helps to make possible the formation of year-round recreation systems. Many cities, when considering the year-round recreation system, are confronted with the problem of what the workers shall do in the winter. This applies alike to the directors of activities and to the clerical and mechanical force. The promotion of winter sports, both indoor and outdoor, solves this problem.

Snow Men in a Christmas Pageant

WINTER SPORTS FOR WOMEN

It has been more or less taken for granted that winter sports are for boys and men. However, interest in activities for women is rapidly growing. Miss May S. Kissock, of the University of Minnesota, says:

"Winter sports for women are becoming increasingly popular and are being organized wherever the climate permits the enjoyment of these exhilarating activities.

"Schools, colleges, universities, and municipal boards of recreation, particularly in the middle Northwest and in a few of the eastern states, are organizing winter sports so all may be aroused to the health-giving joys and the exhilaration which participation in out-of-door activities in the winter season brings.

"The program of activities may be as wide as the city facilities will permit, and in any well-organized city recreation department, sponsoring winter sports, the facilities will include skating rinks, hockey rinks, toboggan slides, and ski slides."

Training Leaders for Winter Sports.

Departments of physical education where teachers are being trained are making winter sports part of their regular program. Many departments of physical education for women are making provision in their programs for courses in skating, out-of-door winter games, skiing, tobogganing, snowshoeing, and ice hockey. In one particular university the department of physical education for women gives credit for courses in skating (beginning, straight, and figure skating) and for ice hockey during the winter quarter. The classes are conducted by members of the staff in physical education, and facilities are provided by flooding the hockey field, which is adjacent to the women's gymnasium.

There is no reason why further courses in skiing, snowshoeing, and tobogganing can not be organized, although the equipment and the facilities are more or less expensive. It will be found that often the enthusiasm for winter sports is great enough to interest students in procuring their own equipment, providing the opportunities to use the equipment are offered.

Program of Activities for Women.

1. *Skating*
   - (*a*) Speed
   - (*b*) Figure
   - (*c*) Beginning
2. *Ice hockey*
3. *Skiing; running, jumping*
4. *Snowshoeing; hikes*
5. *Games on ice and snow*
   - (*a*) Ice shuffle-board
   - (*b*) Curling
   - (*c*) Snow baseball
   - (*d*) Snow dodge-ball
   - (*e*) Tags, relays, races, follow the leader, snap the whip, etc.
6. *Tobogganing and bob-sledding*

These events may be offered as a part of the program of required courses in physical education or as a part of the extension program of the college or school in intra-mural and inter-class activities, and may under proper leadership carry over into the "fringe" activities, i.e., activities carried on after school hours, afternoons and evenings, Saturdays and holidays.

CITY-WIDE PROGRAM

Winter Activities.

The Board of Park Directors of Minneapolis through its Superintendent of Recreation, K. B. Raymond, announces the following program of activities:

1. *Skating*
   - (*a*) Speed racing
   - (*b*) Figure
   - (*c*) Ice hockey
2. *Snowshoeing*
3. *Tobogganing and bob-sledding*
4. *Skiing, cross-country and ski slide*
5. *Curling*
6. *Special events*
   - (*a*) Ice carnivals in costume
   - (*b*) Ice circus
   - (*c*) Treasure hunts in parks on skiis and snowshoes
   - (*d*) Winter sports week; winter sports, contests, events in which the whole city participates, stimulating community spirit and love of the out-of-doors and healthful activity in the open.
     - (1) Snow-modelling contests
     - (2) Boys' city championship ski meet
     - (3) Ten mile ski race for championship of the Northwest
     - (4) Junior boys' city skating championship
     - (5) Horse racing on the lake
     - (6) Ski-joring race
     - (7) Play week curling Bonspiel
     - (8) Ice yacht races
     - (9) International team skating meet
     - (10) Boys' and girls' figure skating meet
     - (11) Ski jumping

(12) Moonlight hikes
(13) Tobogganing
(14) City hockey match
(15) Figure skating pageant and circus
(16) Northwest ski tournament
(17) International ski contest
(18) Contest to select the best winter sports boy and girl (under 16 years). Following events used:

Boys	*Girls*
Ski jumping	Ski running
Speed skating	Speed skating
Figure skating	Figure skating
Ski running	

To this program might be added snow modelling and ice boating for the more adventurous and many games on the snow and ice.

Ice Skating Carnival.

New Haven uses a program of the following type for an ice carnival.

PAROCHIAL SCHOOL CHAMPIONSHIPS—(Closed)

(Boys' Events).....150-Yd. Dash.....200-Yd. Dash.....600-Yd. Relay
(Girls' Events).....100-Yd. Dash.....150-Yd. Dash

GRAMMAR SCHOOL CHAMPIONSHIPS—(Closed)

(Boys' Events).....150-Yd. Dash.....200-Yd. Dash.....600-Yd. Relay
(Girls' Events).....100-Yd. Dash.....150-Yd. Dash.....600-Yd. Relay

HIGH SCHOOL CHAMPIONSHIPS—(Closed)

(Boys' Events).....220-Yd. Dash.....440-Yd. Dash.....880-Yd. Relay
(Girls' Events).....220-Yd. Dash.....440-Yd. Dash

ORGANIZED BOYS' GROUPS CHAMPIONSHIPS—(Closed)

(Boys under 16 yrs.).....220-Yd. Dash.....440-Yd. Dash.....880-Yd. Relay
(Boys under 18 yrs.)

BOY SCOUTS CHAMPIONSHIPS—(Closed)

(Events).....200-Yd. Dash.....880-Yd. Relay

INTER-CHURCH CHAMPIONSHIPS—(Closed)

(Events).....220-Yd. Dash.....440-Yd. Dash.....880-Yd. Relay

CITY BANKS CHAMPIONSHIPS—(Closed)

(Men's Events).....150-Yd. Dash.....880-Yd. Relay

YALE INTER-FRATERNITY CHAMPIONSHIPS—(Closed)

(Events).....220-Yd. Dash.....440-Yd. Dash.....880-Yd. Relay

CARNIVAL

PAROCHIAL SCHOOL COSTUMED EVENT—GRAMMAR SCHOOL COSTUMED EVENT—HIGH SCHOOL COSTUMED EVENT

Prize for Comic Costume—(Man or Boy)
Prize for Comic Costume—(Lady or Girl)
Prize for Fancy Costume—(Lady or Girl)
Trophy for Best Costume Club or Group

CITY AMATEUR CHAMPIONSHIPS—(Open)

(*Any Person May Enter The City Amateur Championships*)

(Boys under 18 yrs.).....220-Yd. Dash.....440-Yd. Dash
(Girls under 18 yrs.).....220-Yd. Dash.....440-Yd. Dash
(Men over 18 yrs.).....440-Yd. Dash.....880-Yd. Dash.....One Mile
(Women over 18 yrs.)....220-Yd. Dash.....440-Yd. Dash

DEPARTMENT STORE CHAMPIONSHIPS—(Closed)

(Men's Events).....880-Yd. Relay
(Women's Events).....600-Yd. Relay

INDUSTRIAL DEPARTMENTS CHAMPIONSHIPS—(Closed)

(Men's Events).....220-Yd. Dash.....440-Yd. Dash.....880-Yd. Relay
(Women's Events).....220-Yd. Dash.....600-Yd. Relay

PUBLIC SERVICE AND SERVICE CLUB CHAMPIONSHIPS—(Closed)

(Service Club).....880-Yd. Relay
(Public Service).....880-Yd. Relay

HOCKEY AND ATHLETIC CLUB CHAMPIONSHIPS—(Closed)

(Events).....220-Yd. Dash.....440-Yd. Dash.....880-Yd. Relay

Boys' Sled Meet.

The Bureau of Recreation of the Chicago Board of Education uses the following in a boys' sled meet:

1. Coast for distance (down on stomach), running start.
2. Push and coast (with one on sled, the team mate gives a running push to take-off line). Distance will be measured from take-off line to forward point of sled when stopped.
3. Shuttle relay, teams of 9 boys (1 rider and 8 pushers). Sled must come to a stop and be turned around at each end of the straightaway. (This race will be run under regular shuttle relay rules; i.e., race is not complete until all boys are back to their original starting points.) Distance—Min. 25 yards; Max. 50 yards.
4. Swimming race (crab race). Lying on stomach, push sled forward with hands.

Three boys from each playground are allowed to compete in events 1 and 4; three teams in events 2 and 3. Boys are permitted to compete in one event and one relay only.

Tournaments are held on every playground to qualify boys for league competition. On February 6 the meet will be held and a blue ribbon will be awarded to winners of first place in each event, including members of relay teams.

Girls' Sled Meet.

1. *Towing* (one on sled, girl pulling to toe the mark). Pull 25 yards, turn and come back.

2. *Push and coast* (with one on sled, team mate gives a running push to take-off line). Distance will be measured from take-off line to forward point of sled when stopped.

3. *Shuttle relay,* teams of 5 girls (1 rider and 4 pushers). Sled must come to a stop and be turned around at each end of the straightaway. (This race will be run under regular shuttle relay rules; i.e., race is not complete until all are back to their original starting points.) Distance—Min. 25 yards; Max. 50 yards.

4. *Swimming race* (crab race). Lying on stomach, push sled forward with hands. Two teams may enter in 1, 2 and 4.

FACILITIES

The Skating Rink.

Mr. J. R. Batchelor, former Superintendent of Recreation in Duluth, gives the following notes on the construction of the skating rink:

1. *The Ground and Surface.*—The ground is naturally the first consideration. The surface should be level, or as level as possible, for the more the ground slopes, the longer it will take to flood the area. It is as easy to make a large rink as a small one. Sometimes, however, by cutting off a foot or two a slope may be avoided at the edge. The best surface is of clay, but on most playgrounds there is a surface of gravel over clay or some other foundation, and this is not hard to freeze. Sand is the most difficult surface to freeze, as the water invariably soaks through before it freezes.

2. *Banks.*—The making of the bank is usually the process which causes the most trouble. The best bank is one which has been plowed up and tamped before freezing weather comes. One furrow should be plowed around the rink, and the dirt packed down

with a spade or tamper to make it sufficiently solid or prevent air-holes through the bank. If work is not started in time to do this plowing, a board bank may be constructed of two-inch planks, ten or twelve feet long, laid on edge after the loose surface has been scraped to enable the plank to rest on a solid foundation. The planks are laid end to end around the rink; 2 inch x 4 inch stakes 3 feet long are driven into the ground to the depth of a foot at each intersection and nailed to the planks. This prevents any moving of the planks after they are laid. The dirt scraped from under them should be tamped around the planks at the bottom.

If a heavy snowstorm should come before these steps are taken, it may be necessary to make a snow-bank. The farther north the location, the easier it is to make a bank, but at the best these banks are not very satisfactory, and more time will be consumed in their making, as the snow must be entirely frozen through before any attempt can be made to flood the surface of the rink.

3. *The Sprinkling and Freezing Process.*—After these steps have been completed, the rink is ready for freezing. This process will take a great deal of time, and it must not be hurried. People very often make the mistake of forgetting that water put on a bank or rink is much warmer than the ice formed by a previous flooding. Rinks should not be flooded except in extremely cold weather, when an attempt may be made to bring the surface up to level after it has been thoroughly prepared. The best way to do this is to use a regular garden hose without a nozzle spray, spraying the bank particularly at its base. This must be done night after night until the possibility of leakage is past.

The surface should be frozen in the same manner as the bank —that is, by starting the sprinkling at the far end and working toward the water supply. This process should be repeated until the ice is from two to four inches thick. If the water then shows no sign of leaking through the bank, an inner tube may be put on, on an especially cold night. The best method for this is to use a two-inch hose or one of approximately that size, letting it run at the farthest end of the rink and drawing it toward the base of supply as the water comes to you. A good hose to use is the Mill hose, rubber inside and out, with regular hose coupling. It is well to have the connection through a building with a valve on the inside. If the rink is too large to flood in this way, a special line of pipe may be laid along the edge of the rink below the freezing line, with two or three flooding valves coming to the surface in a box

about four feet square, the shut-off cock being down in the ground. This should be well protected from freezing.

4. *The Shelter House.*—Where the weather is very cold it will be necessary to have a warming house. The knock-down type is very convenient and can be removed at the end of the season. It should be large enough to accommodate the attendance, but not so large as to encourage loafing. A house about twenty-four feet long and twenty feet wide makes a good size. A stove in the center which will burn either hard or soft coal makes a satisfactory heating plant.

The presence of a warming house makes supervision necessary. The workers selected to help clean the rink should be able to care for this supervision.

5. *The Care of the Rink.*—If the rink is constantly used, almost as much ice will be shaved off during the day as was put on the preceding night. This ice must be scraped off before the rink is used, and the process should be repeated several times during the day. The best scraper consists of sheet iron about four feet long and three feet wide and is made like a dustpan on runners, the edge being about eighteen inches high at the back. The runners come from about six inches from the front of the scraper underneath along the bottom to the back and up the outside of the back. This forms the handle, which is much like the handle of a wide baby-carriage. Two men or boys can push it at once. It is not necessary to sweep the rink, as the water will absorb what is left. Where there are holes or cracks, a little hot water may be poured into them. The sprinkling of the rink should be done at the coldest time of the day. A good schedule is from 12 o'clock at noon to 6, and from 6 to 10 p. m., when the final scraping is done, the water sprinkled on and left to freeze all night.

6. *Lighting.*—A number of methods of lighting are used. Many people prefer the flood lights placed where they will cover the surface. Five-hundred-watt lamps are used for this, as many as are needed for the size of the rink. Good lighting effects have been secured with a cable strung at intervals of fifty feet across the rink with a string of incandescent lights fastened to it.

7. *Equipment for Games.*—For running races on a rink, boxes or barrels are placed in each corner and a flag tacked above each. The laps are determined by measuring fifteen feet out from the boxes; the distance around is fixed by measuring around the rink fifteen feet from the boxes. In conducting a race, judges should be placed at each corner to see that the boxes are not touched.

For hockey, a bank four feet high should be erected around the playing surface. Wherever possible, it is well to have a separate rink where hockey will be played exclusively, with banks frozen into the ice.

TOBOGGANS

In some cities streets are set aside for coasting, and snow-crusted hillsides are used for tobogganing and may be iced for greater smoothness and speed. Many cities, however, are finding it necessary to construct toboggan slides.

Construction.

A satisfactory slide may be built of planed spruce boards in sections twelve feet long, each length being in the shape of a trough. The inside width of the trough should be twenty-two inches at the lower and twenty-four inches at the upper end, the sides being twelve inches high with a flare of four inches. Four 4 x 4 crossbars are used to nail the boards together, each crossbar extending four inches beyond the bottom boards, to which is nailed a bracket cut from the same size of wood to hold the sides in place. The crossbar on the upper trough is exactly at the end of the boards; at the lower end it is four inches from the end. This allows one trough to lap four inches into the other. The crossbars should be so placed as to butt tightly against each other. The distance between the crossbars is divided to equalize the strength of the trough. All edges and corners are planed off to prevent splinters, and a sharp lookout must be kept on the edges. The troughs are thoroughly nailed together, but no nailing is done in putting the lengths together. They are simply placed in position on the ground, beginning at the lower end and fitting in each end toward the top, leveling under the crossbars as the ground may require. This chute will be found a very convenient size. The lengths are easily handled and packed away, and they will last for several years. The construction is so simple that it is inexpensive.

In order to have the chute in good running order, the ice in it must be smooth and keen. It is best prepared by filling the chute with snow and beating it down firmly until a layer about two inches thick is formed in the bottom. If the temperature is favorable, this should be sprinkled until it forms a keen icy surface. After a few days' care and cold weather, the condition of the chute will improve. Should holes form in the ice, they may be patched with snow sprinkled until it forms a slush and beaten smoothly into the holes.

SKI JUMP

Mr. Fred H. Harris, organizer of the Dartmouth College Outing Club, has suggested the following method of constructing an amateur ski jump:

An ideal ski jumping course consists of the following:

Approach
Take-off
Alighting ground
Out-run

Select a hill or slope which faces other than south. North or northeast is an ideal slope.

Approach should give all speed necessary. Take-off should be level or sloping slightly down hill, and angle from approach to it should be gradual. Alighting ground should be 30 degrees steep. Measure this accurately, as it is important in making successful jumps and safe ones. Take-off can be made of piles of boughs covered with snow, or entirely of snow or of planks covered with snow. Take-off should be located back from edge of steep slope.

Jumper should *never* land from take-off on *level* ground. Jumper must land on the steep slope for safety.

The alighting ground at the foot of the hill should gradually grow less steep until it merges into a safe level out-run where jumper can swing or stop.

If jumps of 50 feet are to be made, the take-off should be from three to four feet high. The alighting ground should be about 100 feet long for a 50-foot jump. The alighting ground should have the snow packed moderately compact.

SAFETY

The National Safety Council wisely calls attention to a number of safety hints.

Street Coasting.

1. *An ordinance may be passed* by the City Council setting aside specific streets for coasting during certain hours. Streets to be chosen by the Recreation Department, Park Board, Board of Public Works, Police Department or other body.

2. *The streets selected* should naturally be those used as little as possible for traffic, with few intersecting streets. They should be distributed as evenly as possible throughout the city so that chil-

dren will not have to walk more than a few blocks to a coasting place.

3. *"Street Closed"* barriers should be placed at the head and foot of each street with red lanterns placed upon the blockades at night. This means that these streets are entirely closed to traffic during the hours specified.

4. *Cross-streets should* be barricaded at intersection with play street, during this time.

5. *Hours when streets are closed* should be from 4:00 p. m. to 10:00 p. m. on school days, and 10:00 a. m. to 10:00 p. m. on Saturdays (and Sundays).

6. *If closed streets* cross main highway of traffic, a sand belt 50 feet wide should be placed at the bottom of the hill where it meets the main highway, to stop sleds before they reach the highway.

7. *A policeman* or a man sworn in as special policeman should be in charge of each coasting street, his duties being to put out signs at 4:00 p. m. and take them in at 10:00 p. m. and have general charge of street during coasting hours. (This may be done by the Junior Police, if desired, with police authority behind them.)

8. *If there is a trolley intersection,* a policeman should be constantly stationed at intersection. (A series of signals may be worked out with the car conductors for stopping and starting cars at this point.)

9. *Coasting should be prohibited* by the city authorities on other streets.

10. *Streets set aside for coasting*—names, locations, hours they are closed, and rules concerning same—should be well advertised in the newspapers, and parents should be strongly urged through papers and schools to send their children to the safe streets.

Coasting Carnivals.

In coasting carnivals, the rules for closed streets should hold, and in addition the following rules may be established:

1. *Small sleds should* be given the right of way.

2. *Big bob-sleds should* be given a start of at least 50 feet.

3. *Small sleds and large bob-sleds should* go on separate trails if possible, or the small sleds should go down while the bob-sleds are returning, because the speeds vary.

4. *Coasters should* go down on the right side of the street and back on the other side.

Skating.

1. *Skate on the flooded park* areas and and vacant lots if available. They are safer than the river.

2. *Don't skate* on any ice less than four inches thick, unless on an artificial skating rink.

3. *Salt-water ice* is always treacherous.

4. *Quit ice* when spring melting sets in.

5. *All sleds or coasting* on the ice should be prohibited on skating rinks.

6. *Hockey* or the use of hockey sticks should not be permitted except on spaces reserved for hockey playing.

7. *Crack the whip* or crack tag should not be permitted on skating rinks.

8. *When going skating* on a river or pond, locate loose fence-rails, a ladder, planks, or a boat hauled out for the winter, and a clothes-line. They may be useful in case any one falls in.

9. *Remember* if any one gets in that the rescuer's weight must be evenly distributed—hence the use of planks. A hockey stick fastened to a life-line may be thrown out to person in water. A life-line around the rescuer may be played out by others on shore.

10. *Get the rescued person in motion;* if necessary, apply first aid for frost bite. If, however, the patient has stopped breathing, start artificial respiration at once by the prone pressure method. If you do not know how to apply this method, learn it and practice it. Detailed instructions may be secured from the Red Cross, Y. M. C. A., local or National Safety Council, fire or police department, electric or gas company.

11. *Do all in your power* to avoid needless danger and persuade others to avoid it.

TOBOGGAN CONSTRUCTION

The joy of whizzing down a slide at a speed of sixty or seventy miles an hour may be easily imagined. However, the joy is lacking if the toboggan turns out to be unsafe.

Safety Suggestions on Construction.

1. *Make the trough of proper width*—if too wide, the toboggan may lurch from side to side and possibly jump the track.

2. *Make the out-run level,* thereby preventing the toboggan from upsetting. It is a good plan to build banks of snow the same

width as the trough or continue the sides of the chute on the out-run.

3. *Use good wood* in construction of the toboggan, thus avoiding danger of slivers.

4. *Make sides of trough* high enough so that the toboggan will not jump the track.

5. *Have trestlework strong* and solid, thereby avoiding constant vibration.

6. *Build entire slide straight.* Curves in a toboggan slide give a chance for the toboggan to go over the sides. This construction is never satisfactory.

7. *Have crossbars* near enough together to avoid vibration and strain on the bottom boards.

8. *Keep the chute from becoming worn*—a condition which causes the toboggan to bump up and down.

9. *If the slide is too icy*—therefore too speedy—mix equal parts of sawdust and sand and spread to slow the speed.

10. *Thought must also be given* to runway after leaving wooden slide—a clear track with no trees, poles or fences.

Tobogganing Safety Rules.

1. *Starters and guards* must be furnished for each toboggan runway.

2. *Toboggans must not be allowed* down the slide at too frequent intervals. This can be prevented by using a lever to let down the toboggans onto the slide and not releasing another toboggan until the first is well under way. Ten seconds between toboggans is a suggested interval.

3. *Every toboggan* must be started by an official starter.

4. *The slides* must be lighted at night.

5. *The slides should be locked* when the attendant is not present.

6. *In case the slides end at a traffic intersection,* a fifty-foot band of sand or sand and sawdust should be sprinkled at the end of the runway.

7. *Sleds must not be permitted* down the slide nor a toboggan shorter than six feet.

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CHAPTER XXVII

COMMUNITY GAMES

This chapter will consider a number of games which are particularly adapted to the community group. With the exception of one or two which are particularly adapted to the younger strata in the community group, most of the games will be less vigorous, of simpler organization, and may be played with fewer numbers than the games outlined in connection with the highly competitive school-age program.

The places where these community games are to be played should not be confused with the children's playgrounds. The baseball diamonds, volley-ball courts, croquet grounds and other facilities should be located apart from the children's facilities. In some instances where separate facilities are not provided for the community group, activities will be scheduled at times when the school-age group is not using the particular facilities.

This will be particularly true of tennis courts, baseball diamonds, volley-ball courts. The community group might be scheduled for use of these courts in late afternoon, summer evenings, or Saturday afternoons and Sundays. These will be the times when the school-age group will make the least use of such facilities.

At any rate, the activities would not be going on at the same time as the activities of the school-age group. If the places provided for such activities were not actually apart from the children's facilities, the scheduling would be so made that they would be using facilities at a different time.

Self-organized Group.

Most of the organized use of the community facilities will be by self-organized groups. These will be groups which have teams already formed. They will be from the industries, the banks, clubs, churches, or other organizations. The recreation department would simply furnish the group with playing space, the group taking full responsibility for the furnishing of supplies and officials and the conduct of activities.

Permit Basis.

These activities would be scheduled largely upon a permit basis. For example, baseball teams would be scheduled for use of a particular diamond, at a particular time, on full days such as holidays and Sundays. Four permits may be given for baseball, viz., at 9 a. m., 11 a. m., 1 p. m., and 3 p. m., thus allowing two hours for each game.

Permits should be issued in a systematic manner so that no favoritism would be possible. Permits are sometimes issued for single games, and at other times by the month.

Cost Covering.

The community activities will be practically cost-covering, inasmuch as participating teams furnish their supplies and officials and are responsible for conduct. The only cost borne by the recreation department would be the overhead cost of issuing permits, care of facilities and general supervision.

GROWING GAMES

Games grow. They are not invented or discovered. Games evolve to meet conditions as they exist under various circumstances.

Modern American football evolved from Rugby, and Rugby evolved from soccer, and soccer from a very simple form of kicking game. Baseball evolved from one-o-cat, long ball and rounders. Handball has gone through some interesting changes in America. The size of the court has changed to meet modern crowded city conditions. Instead of the many-sided court, we now have the simple back which is merely one side of the original handball court. Boys on the streets have changed games to meet their conditions. Handball is played using billboards as a backstop, and rules have been adjusted to it. Variations of baseball are played in the streets under an agreement of rules by boys. The same is true of kick-back and variations of football.

So it is that games change to meet the needs of the community group. Size of courts are reduced to cut down the excessive running. Games which ordinarily require a number of members on a team are organized for single or dual play. This constant changing of games to meet conditions should be encouraged by the recreation department. This is especially true in cities where only small space is available.

MAJOR COMMUNITY GAMES

Baseball, Soccer, Football.

Baseball, soccer, and football have an exceedingly strong hold on the younger members of the community group. This is particularly true in connection with large industries, factories, shops and clubs organized particularly for the promotion of athletics. Space for the playing of these games need not be centrally located. Teams will travel great distances for opportunities to participate in such games, and for that reason special provision should be made for them at places where the games will not interfere with the playground activities.

Cities should provide large athletic fields where there would be from six to eight baseball fields, part of which could be used for soccer or football. If these grounds were kept in fine condition, were fenced, and a convenient club house supplied with showers and dressing-room facilities were provided, the activities could be made entirely self-sustaining. Teams would be very glad to pay a small amount to cover this cost of operation. In fact, they would very much prefer to pay a small amount and have the added privileges of specially equipped grounds with showers and dressing facilities. It is not at all improbable that the time will come very soon when such athletic fields will be fenced and a small charge of admission made for spectators. With six or eight baseball games going on at the same time, a person could go from one game to another until he found a particularly interesting game which he cared to watch.

There is practically no limit to the number of such grounds that could be used. Baseball, soccer and football teams are at the present time formed right up to the limit of the number which can play with the existing facilities. Increasing the number of teams would be simply the matter of increasing facilities.

Tennis.

Precisely the same situation as outlined under baseball holds for tennis. There should be tennis courts in connection with the neighborhood playground. In addition to this there should be blocks of tennis courts where a person would always find an opportunity to secure a partner and a court.

Great desire for such opportunities is seen by the growth of the private tennis club. The cities have provided elaborate golf

courses and are making a small charge for the playing privilege. Why should not the same situation hold in regard to tennis? If excellent tennis courts were provided together with a field house with shower and locker privileges, hundreds in every community would be glad to pay a small playing fee.

Variations of Tennis.

A number of games have evolved out of tennis and these have considerable value.

1. *Paddle Tennis.*—Paddle tennis is played on an area equal to just ¼ of an ordinary tennis court, thus allowing four games to be carried on at one time on a tennis court, increasing the number of players four times, the actual size of the court being 39 feet × 18 feet. Whiles paddle tennis is especially adapted for community use, it is also of value for the children's group. Official paddle tennis rules are published at 17 West 60th Street, New York City.

2. *Tether Ball.*—Tether ball is one of the games which evolved out of the use of a ball and racquet. The ball is suspended from a pole and is played with two individuals standing on opposite sides, each endeavoring to wind the ball around the pole in different directions. For rules see "Lawn Sports," Spalding's Athletic Library.

3. *Hand Tennis.*—Another variety of tennis, known as hand tennis, is a combination of tennis and handball played with the hand but instead of against a backstop is played over a net, to be returned by the opposite side. (See "Lawn Sports," Spalding's Athletic Library.)

Volley-Ball.

Volley-ball is one of the best games for the community club. The facilities are simple. It can be played anywhere and by any ages above the twelve-year level. Volley-ball has become very popular in connection with the Y. M. C. A.'s, athletic clubs and women's outdoor clubs. Women's clubs and industrial athletic clubs should have sufficient volley-ball courts to accommodate women. (See Official Volley-Ball Rules, Spalding's Athletic Library.)

Horseshoes and Quoits.

Horseshoes and quoits are always popular with the community group. The game is used extensively in connection with camping

activities and industrial athletics and in parks where older men gather. The facilities for horseshoes and quoits should be increased in every city. Utilization can be made of unused portions of the ground. Care should be taken to see that the court is fenced, as there is great danger if children are allowed to run across the pitching area. (For dimensions of courts see page 275.) (For rules see "Quoits and Horseshoe Pitching," Spalding's Athletic Library.)

New Game Revives Archery (See Page 442)

Archery.

The game of archery has gained in popularity in this country very rapidly during the past decade. This has been due somewhat to the group of adventurers, including Saxon Pope, Stewart Edward White, Arthur Young, and others, who have used the bow and arrow for big-game hunting, both in this country and abroad.

Archery associations may easily be formed and may, if they desire, affiliate with the National Archery Association of the United States. Interest in archery has aroused not only interest in the game itself but interest in the making of archery equipment such as the bows and arrows. This interest has spread from the community group down into the junior and senior high school levels.

Facilities for archery are not difficult to provide, the maximum shooting distance being 100 yards, most of the shooting distances however, being much shorter than this, ranging down to 30 yards. A safety area will have to be provided back of the targets. The foot of a small hill where there is a level area affords a good place for archery, and the hillside gives protection. The angle of safety in archery is very much greater than would be at first conceived. Even the beginning archers seldom have their errors go far out of the shooting line. (For further information consult "Lawn Sports," Spalding's Athletic Library, "A Hand Book on Archery," California By-Products Co., San Francisco or New York.)

Bonarro.

Bonarro offers an excellent example of games which have grown. Bonarro evolved out of archery and golf. It again changed to meet the needs of certain groups. Many people felt that archery was more or less monotonous and that the exercise was limited to a few sets of muscles to the exclusion of others. Having in mind the game of golf, a number of people set up archery on a golf basis. Eighteen 20-inch targets are erected on a peg so that the target itself is on a swivel and may be swung around in any direction. The targets are arranged at various distances similar to that in the game of golf. The object of the game is to complete the round of 18 targets, sinking the arrow in each target in the least number of strokes.

The game combines, as in golf, the long shot with the short shot for accuracy. The flight of the arrow is quite as satisfying as the flight of a golf ball in a good drive, and the making of a bull's-eye is quite as satisfying as the sinking of a putt.

The game of Bonarro may be played in very rough territory without the necessity of specially prepared fairways or greens. The entire Bonarro course may be set up for approximately $100. This game should be a great boon to small communities, normal schools and colleges where there is desire for this type of game but where the expense of golf prohibits the establishment of a golf course. (For rules, see "A Hand Book on Archery," California By-Products Co., San Francisco or New York.)

Roque and Croquet.

Both roque and croquet are especially adapted to the activity of the community group. Croquet can be played on practically any

type of a lawn surface, although the better the surface, the more satisfying the game will be.

The surface in roque must be carefully prepared. It should be devoid of grass or turf, well rolled, level, evenly scraped, and sprinkled with fine sand to hold the balls. It is advisable to have a barrel of sand adjacent to the courts so that they may be sprinkled daily. Strips of carpet fastened to a handle make an excellent drag for the purpose of procuring a perfectly smooth surface. The sides of the court are so equipped that there is a rubber or cement border at such a height as to render carom stroke easily made. (For blueprint of court see page 275. For rules of croquet and roque see "Lawn Sports," Spalding's Athletic Library.)

American Handball.

American handball represents another game which has evolved out of the Irish handball game. Instead of the four wall court sides used in the Irish game, American handball utilizes one wall.

The use of the one wall court is a great economy of space and also of expense. A number of handball courts can be built in line and use both sides of the back as a playing space.

The backstop is approximately 20 feet wide and 12 feet high, with a 6 foot wire extension on the top for the purpose of keeping balls from going over the back. (For layout of court see page 273. For rules of game see "American Hand Ball," Spalding's Athletic Library.)

Golf.

Golf is probably one of the most popular community activities. A full chapter is devoted to the organization of municipal golf courses. A number of variations of the game will be here considered.

1. *Clock Golf.*—Clock golf can be played in a circle of from 20 to 40 feet in diameter. The circle having been laid out, a mark should be placed at the points on the circle corresponding to the figures on the face of a clock. These should be numbered from 1 to 12. This numbering may be done by means of a plate pressed into the various points on the circle. A golf putting-hole 4 inches in diameter and 4 inches deep is placed in any spot between the center of the circle and the circumference. This hole should be changed from time to time. This makes the distance from each point on the circle to the hole different, thus bringing variety into the putt.

The object of the game is to "hole out" from each of the twelve successive figures in order, commencing with 1, in the smallest number of strokes. The golf ball and the putter are all the equipment needed.

2. *Garden Greens.*—A series of holes may be placed on any level spot which might correspond in size and in surface to a putting-green. On this green would be placed 6, 9, 12 or 18 golf holes. Each hole would be marked by a miniature golf flag, and standard starting points corresponding to tees are arranged for each hole. The object of the games is to make the round of holes in the smallest number of putts.

3. *Miniature Golf Course.*—If larger area is available, miniature golf courses may be planned. The length of the fairways might be as low as 10 to 25 yards, thus providing merely the short approach shot and the puttee.

Either of the above deviations in golf might be placed in a small area in the corner of a park or playground. They are extremely valuable in connection with a municipal golf course, as they would be used while people are waiting for their regular turn to play over the course.

4. *Indoor Golf or Driving Nets.*—The driving nets are practical either in connection with limited indoor space or out-of-doors. They may be placed in one of the corners of a playground or park. An ordinary garage makes a good driving gage if a canvas is dropped from about 18 inches to 2 feet from the rear wall of the garage. An ordinary doormat placed in front of the cage makes a good tee from which the balls are driven. Any of the longer shots can be practiced in such a cage, ranging from the pitch shots to the drive. (For standard driving net see page 274. For picture of garage driving net see page 357.)

Bowling.

Bowling on the green, or lawn bowls, is one of the oldest games known. The evolution of the word shows that it has come up over a long period of years. The Bowling Green section of New York City represents the area where the Hollanders bowled in the days before the Revolutionary War.

The green itself should be approximately 40 yards square and should be level. Constant rolling and cutting is necessary to preserve a perfectly level surface. A ditch 6 inches deep and 1½ feet wide should go all around the green, as also a bank or terrace 2 feet

high. The individual rink should be between 19 and 20 feet wide. In a space 40 yards square this makes it possible for a number of rinks to be constructed side by side.

Boccie.

Le Boccie is played very extensively in this country by people of Italian ancestry. It is a form of bowling and may be played as singles, or by two or four people. Eight large balls 4 inches in diameter are used and a smaller one known as "pallino." Balls are made of hard wood and are weighted with lead in the center to give uniformity of weight.

The game may be played on almost any type of ground. No carefully prepared surface is necessary. A space roughly 62 feet × 18 feet is necessary. It is best to have this inclosed with a low wooden border, but is not necessary. (For playing rules see "Lawn Bowls," Spalding's Athletic Library.)

Horseback Riding.

With the increased interest in horseback riding, bridle-paths along the city boulevards and through the parks should be provided. With very little extra expense paths may be provided down the center of wide boulevards which have center parking or at the side of the street. Provision will probably have to be made for underground passages where there is necessity for crossing busy streets.

Horseback riding is gaining in popularity both in connection with the high school age level and in connection with the community group. Unless some provision is made for bridle-paths where horses may be protected from automobile traffic and slippery streets, horseback riding must pass out of existence.

Hiking.

Few cities in the country have made the most of their surrounding country. Many cities have foothills within reach where there are opportunities for interesting hikes.

Lists of all hikes and trips up to day or two-day trips should be prepared by a city recreation department. This list of hikes should be always available so that it may be distributed to individuals or hiking clubs or associations.

If there are a number of possible hikes or main trails which branch, suitable signs should be placed to which the trail leads and

its approximate distance. Maps should be prepared showing the various trails and bridle-paths. These maps should indicate how the trails may be reached by automobile and by street cars or other transportation facilities. This type of organization will yield very beneficial results for a very limited amount of effort.

Picnicking.

Picnic places should be provided in connection with both the smaller playgrounds and the large parks. Picnic facilities should be provided for small groups of ten or a dozen, while other facilities should be provided for groups of five hundred to one thousand. All that is necessary in such instances is the providing of tables and benches, running water and sanitary facilities. A possible addition would be the providing of a fireplace where coffee may be made, and of a speaker's stand, for many times there will be speaking in connection with these large picnics.

Outdoor Cooking.

Small fireplaces should be provided both in connection with picnic grounds and at strategic points on trails and bridle-paths. These fireplaces make possible mutton bakes, weenie roasts and many other types of social get-togethers for all groups in the community. At these fireplaces should be provided running water and sanitary facilities. The providing of fireplaces becomes not only a sanitary precaution but a precaution against fires, for without properly equipped places groups will build fires promiscuously.

In-town Camping.

For an elaboration of the provision for bridle-paths, trails, picnic grounds and fireplaces see the section on town camps. This type of facility should provide for week-end hiking parties. The equipment is only slightly more elaborate than in connection with the fireplace. There should be a shelter house, provision for cooking, some simple standard cooking utensils, running water and sanitary provisions. Hikers would bring their own blankets, do their own cooking.

Such a week-end camping place would be used constantly by groups from the playgrounds and recreation centers. Such places should be consigned by permit to avoid confusion.

Pelota.

Pelota is a game which has been very popular among the Basques and Spaniards both in Spain and in South America. Like many games, at one time in its history it became so popular that laws were passed forbidding its being played. It is a combination of our racket games and handball. It requires a brick or stone wall 30 feet high × 55 feet wide. The park is 250 feet long. The game is played with a small, hard ball with either grooved wicker rackets or grooved-wooden paddles with which the ball is caught and hurled against the wall. The game has three or more players on each side.

Fly Casting.

Fly casting has been so regulated as to rules that competition may be promoted in connection with artificial fly-casting pools. The tests of skill may be for distance or for accuracy. Rules may be secured from the National Association of Scientific Angling Clubs, 154 South Hamlin Ave., Chicago, Ill.

Target Shooting.

Target shooting, either on the open range or indoors, is very popular. Information regarding it may be had by writing the National Rifle Association, Woodward Building, Washington, D. C.

Trap Shooting.

Trap shooting in its present form is of recent origin, dating back to about 1880. The sport, however, evolved from the interest all men have at one time or another in throwing at a target. The "clay" target used in trap shooting resembles the flight of a bird as it is thrown from the trap. Information as to the rules may be had by addressing the Amateur Trap Shooting Association at Vandalia, Ohio. The Winchester Repeating Arms Co., of New Haven, Conn., also publishes an excellent pamphlet on trap shooting.

OTHER RECREATION EXTENSIONS INEVITABLE

With the community providing merely facilities and all the activities being placed upon a self-sustaining basis, this form of

community recreation must inevitably be enlarged. In fact, there is no limit to which it may go. No complaint can be made that there is a heavy cost on the community at large when those who play pay.

The next possible step is the providing of municipal fishing facilities and hunting grounds. Next to golf, gardening and camping, fishing and hunting stand as the most popular recreations of men. Already government and state agencies are stocking streams. Even a few communities are taking over marsh lands for hunting grounds.

There is no reason why municipalities should not stock lakes and streams in connection with their watersheds and lands used in connection with their water systems. The same situation would hold in connection with marsh lands or uplands for hunting. Considering the very small carrying charges which would be made for all the various types of community recreation outlined in this chapter, the charges would be insignificantly small as compared to an equal time spent in the various types of commercial recreation. With commercial recreation tending more and more to specialization, with the size of bleachers and grand stands growing, concerted effort must be made to encourage participation. It is from the participation in activities that all values and standards flow. It is participation which must be held paramount.

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CHAPTER XXVIII *

SWIMMING POOLS

CONSTRUCTION, OPERATION AND CONTROL

"He can neither read nor swim!"

Thus spoke the Athenians of old when they wished, in terse manner, to characterize a man as knowing little and good for nothing.

From still more ancient days, and down through the ages, the art of swimming has held an honored place in the history of sport and recreation, and the twentieth century bids fair to take its place as according to swimming the greatest advertising it has yet known. There is also ample evidence to warrant the prediction that, before the close of the century, to swim will be as universally acknowledged a method of locomotion as the time-honored, but rapidly deteriorating, ability to walk.

In these civilized days of skyscrapers and tenements and of privately monopolized, commercialized or polluted natural bathing places, the "swimming hole" is filled in to make saleable land or is "taboo," and the boy and girl of the present must acquire the skill in a modern swimming pool.

A great wave of interest in the building of pools in playgrounds and recreation centers, churches, clubs, schools and even in apartment houses is now sweeping America. There seems to be a general impression that with the provision of any concrete or tile container for a large quantity of water, the needs and desires of the swimming public will be met and all that remains to be done is to secure the services of instructors to assist in the qualifying of

* This chapter was written by Helen McKinstry, Director, The Central School of Hygiene and Physical Education, New York City, with acknowledgment of review and criticism to:

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"channel" aspirants, or attendants to stand ready with poles and life preservers.

The modern swimming pool may be a great blessing or a greater curse; a place where wholesome exercise and recreation may be secured, or one of the most effectual mediums for disseminating the germs of disease.

No initial expenditure of money, however great, will guarantee the safety and sanitation of a swimming pool. Beauty of tile and decoration may, in fact, "but blind the more" to economies in the boiler room and to negligence in matters of sanitation and administration.

For the school, church or club ambitious of building a swimming pool, the expense of construction is the first and *only the first* item to be considered in counting the cost of successfully maintaining and operating a plant.

The Swimming Pool Plant.

A swimming pool plant may be said to consist of four units.

1. The poolroom, including the pool basin, runway about the basin, a gallery for visitors, and office for instructors.
2. The service department, providing for dressing-rooms, toilets, showers and lockers and for office control of the entire plant with issuance of suits and towels.
3. The recirculation system. This includes the pumps, filters, pipe connections to the inlets and from the outlets of the pool, water heater, chlorinator or ultra-violet ray apparatus, and suction cleaner.
4. The laundry for the washing and sterilizing of bathing suits and towels.

THE POOLROOM

The dark and badly ventilated basement and sub-basement pool belongs to an age that knew not the skyscraper and the aeroplane. The modern pool is now being housed in a one- or two-story, well-lighted and adequately ventilated building all its own, or swung to the fourth, tenth or twenty-fourth floor of the city club, university, or apartment building.

Type of Pool.

1. *The Sunken Pool.*—If a pool is to be sunk in the ground, soundings and drillings should first be made to determine the con-

dition of the ground. If the ground is found to be dry, the pool shell of reinforced concrete needs only an inner coat of scratch waterproofing before the final application of tile. Where builders must contend with wet ground there must be two shells of reinforced concrete (one within the other) separated by tar and felt waterproofing and all held together by steel clamps. The application of tile is laid on this "three-sealed" construction. Under such conditions a suspended pool is often less expensive to construct.

2. *The Suspended Pool.*—A swimming pool may be suspended on any floor of a building that is properly constructed to carry such a weight of steel, concrete and water. Such a pool has three walls or shells.

a. An outer steel shell, riveted or welded.
b. An inner shell of reinforced concrete.
c. The finished surface of tile.

Lighting and Ventilation.

The poolroom should be well lighted by plenty of windows. Artificial lighting should be of the indirect or semi-indirect type and sufficient to adequately illumine every foot of water. Globes must be protected by fine wire netting. During warm weather, direct ventilation is desirable, but for winter use, cleaned and warmed air should be provided by ventilation ducts. If the satisfactory ventilation of a poolroom is difficult to secure, electric fans placed high up on the wall at one end of the pool room can be adjusted to direct the current of air against the ceiling so that the bathers are not conscious of a draft but the air of the room is kept well in motion.

Height.

To insure safety in low diving, the pool room should be at least twelve feet and preferably fifteen feet in height. If high diving is to be done, the room must be at least twenty-two feet in height.

Walls and Ceiling.

Paint and plaster are very quickly attacked by the ever-present moisture. The walls should therefore be made of tile of an impervious nature.

Size and Shape of Pool Basin.

The Romans were the first pool builders. One of the largest pools of which there is any record was built about A.D. 300. It was 450 feet long by 275 feet wide and lined with Carrara marble.

1. *Length and Width.*—Indoor pools of today are rarely more than 100 feet long by 30 or 40 feet wide. There are very definite advantages in a long and comparatively narrow pool. A pool providing a straightaway course of 60 feet is the shortest one in which swimming records may be made. This fact fixes the mini-

THE OLD SWIMMING HOLE AT A MUNICIPAL FAMILY CAMP

mum length at 60 feet. If a sufficient number of guards can be provided to insure safety in a longer pool, the length may be determined by available space, money and choice. The width of a pool should be at least 20 feet. If wider, it is advisable to make it 25 or 30 feet or some multiple of 5, since a standard pool must be marked with 5-foot lanes. A pool 60 to 75 feet in length and 20 to 30 feet in width provides the best size for instruction and is as large as can in safety be guarded by one person. A pool 60 feet long by 20 feet wide has a water capacity of approximately 55,000 gallons. The larger the pool, the greater will be the initial expense

and also (and really of greater importance) the maintenance cost for water, heating and cleaning. Larger outdoor pools are frequently made round or square with the deep water in the center. A round pool is more difficult than a rectangular one to guard. This is the only real objection to it, except that such a pool is not suited to competitive swimming.

2. *Depth.*—The use to which a pool will be put should determine its depth. If a school or playground can afford two pools, it is wise to build one especially for swimming, diving and water games, and the other shallow enough throughout its length so that it can be used for instruction of beginners. Few institutions can afford two pools, and therefore the depth of the one pool is so graduated as to provide shallow space for instruction, and deep water for swimming and diving.

In a 60-foot pool the bottom should slope from a depth of 3 feet 6 inches at the shallow end to 8 feet 3 inches at the deep end. It is very important that there be no sudden changes in the slope of the area that will be used by non-swimmers.

The depth should be graduated, therefore, about as follows: From the shallow end (depth 3 feet 6 inches) the pool bottom should drop gradually for a distance of 28 feet to a depth of 4 feet 9 inches. From this point for a distance of 17 feet, the slope should be more abrupt, reaching the depth of 8 feet at a point 45 feet from the shallow end. For the remaining 15 feet of pool length, the drop should be but 3 inches to the deep end of the pool (depth 8 feet 3 inches). Such a graduation of pool depth permits the use of approximately one-half of the pool by non-swimmers and those who are learning to swim. Some authorities advocate an allowance of 80 per cent of the space for non-swimmers, especially in large outdoor pools.

If a pool is to be used by swimmers only and for high diving, the depths would obviously be graduated differently and to provide for a depth of 12 feet or 15 feet at a distance of about 15 feet from the deep end. In a collegiate pool where water polo will be played, there must be a depth of 6 feet or more for a length of 60 feet.

Finish of Pool Basin.

"The floor and side walls of the pool should be finished with non-absorbent, impervious, durable and easily washable materials, preferably of a light color and usually white." (Gerhard.)

Such finish is usually of glazed or enameled brick, or ceramic tiling. All corners must be well rounded.

Cement-lined pools are cheaper to build, but are most unattractive. The dark walls give a muddy appearance to the water which may or may not indicate its real condition. The cement has a rougher surface than glazed tile, is more difficult to keep clean, and is not to be desired.

Scum Gutter and Life Rail.

Every pool should have a scum gutter recessed into the pool wall on all four sides and at the usual water level. Such a trough serves the two purposes of overflow drain and life rail. The lip of the trough is deep enough to be used as a hand hold without danger of having the finger tips touch the bottom. Along the bottom of the gutter there are frequent gratings covering drain pipes connected directly with the sewer and *not* with the recirculation system. Bathers are urged always to use this overflow or scum gutter when expectorating. If the water in the pool is kept at the level of the gutter by a constant and adequate inflow of fresh water, dust, lint, and other floating particles are washed into the gutter by the overflow, thereby ridding the bottom of the pool of much sediment.

Ladders.

Ladders for use in entering and leaving the pool should be provided at both sides of the deep end and on at least one side of the shallow end of the pool. Such ladders are usually recessed into the wall and are made of brass or covered with non-slip ceramic tile. Material that throws off rust should never be used.

Markers.

In tile-lined pools, markers can be inserted in dark green or black tile and serve a decorative as well as practical purpose. The distance from the shallow to the deep end of the pool should be indicated along the sides of the basin, just above the scum gutter, by numerals spaced 5 feet apart. Each single foot may be marked by a small dark tile.

Water depth at either end of the pool and at the points of most abrupt slope of the bottom should also be plainly noted. Swimming lanes 5 feet in width are marked on the floor of the pool by lines of dark tile not less than 5 inches in width. These should extend

the length of the pool, and some authorities advise that they be carried up at both ends of the pool to points above water level. (Hinman * (7).)

Runway.

A runway should entirely surround the pool basin. It must be at least 4 feet wide along each side of the pool and not less than 9 feet wide at the deep end. The runway must be made of non-slip material, preferably of a ceramic nature.

Pool engineers and operators differ on two exceedingly important matters pertaining to the runway, i.e., (1) the pitch of the floor and (2) a raised edge separating the pool from the runway. The runway should be pitched or sloped at a rate of ¼-inch to the foot and there must be drainage vents at frequent intervals. For out-of-door pools all agree this slope should be away from the pool in order that dirt and dust may be flushed frequently from the runway.

Hinman (7) and Gerhard (4) strongly advocate the same construction of indoor pools and that the runway drainage be connected directly with the sewer. Crane (8) and the compilers of a recent committee report (1) contend that modern methods pitch the runway toward the pool and drain it directly into the scum gutter drainage system.

Several authorities on swimming pool construction recommend that a raised edge 1 foot in width and from 2 to 8 inches in height should separate the runway from the pool basin. Such a ledge effectually prevents drainage from the runway into the pool and also allows for flushing and scrubbing of the runway. The only objectors to such an edge (1) and (7) cite the possible danger that careless swimmers will trip and fall over it. If such a raised ledge is tiled in a sharply contrasting color—green, blue or black—the danger is reduced to the minimum. If the edge of the runway does not overhang the scum gutter or, in other words, if the gutter is four inches wide and the pool wall rises perpendicularly from the bottom of the trough to the runway, there would seem to be no objection to draining the runway into the gutter, and in such case the raised edge would be unnecessary.

Visitors' Gallery.

Swimming and water sports have a great fascination for the spectator. Provision must be made for visitors in a gallery that is

* Numbers in this chapter refer to special publications so indicated in the bibliography.

definitely and completely separated from the enclosure used by swimmers. The only means of entrance to such a gallery should be from an outside corridor or room. A visitor's gallery must never overhang any portion of the pool: the floor should be sloped and drained, and the seats made of some non-absorbent material so the entire enclosure may be frequently washed.

Office for Instructor and Guards.

A small office should be located near the runway. It should have entrances from both the runway and the visitors' gallery. Any partition between the office and pool must be made of glass in order that an instructor may at all times have the entire pool room under supervision. A small metal desk and chair will "furnish" the office.

Spring Board and Diving Tower.

Diving boards are made of ash or hickory and are 13 feet long and 18 inches wide. The entire board should be covered with cork or cocoa matting to prevent slipping and for protection against wood splinters.

Diving towers are possible only where the ceiling permits at least 11 feet of free head room above the highest diving platform.

In any average group, beginners and non-swimmers are usually far more numerous than the strong swimmers and divers. An instructor should be near the pool entrance to inspect bathers as they come in, and one at the shallow end of the pool to instruct and guard the weaker swimmers. For these reasons, especially, bather's entrances from dressing-rooms to the poolroom are located near the shallow end of the basin.

Foot Pools.

Many new pools are cleverly guarded from one source of pollution by the placing of foot pools at all entrances to the poolroom. Such pools are 3 or 4 inches deep and are so located that bathers must walk several steps through a circulating shallow pool of treated water before they may step on the pool runway. Surface dirt and bacteria picked up by the feet in the passage from dressing-room to pool are in this manner removed just before the bather enters the poolroom.

THE SERVICE DEPARTMENT

The service department of a swimming-pool plant merits far more serious consideration than it is usually accorded. If dressing-

rooms, showers and toilets are inadequate, badly arranged and neglected, or if control of bathers, their clothing and their admission to the pool is conspicuous by its absence or made ridiculous by its futility, the perfect construction of the poolroom and even of the recirculation system cannot cope with such unsanitary and unsatisfactory conditions.

The reader has but to visualize the service departments with which he is familiar to appreciate the statement that few of them merit an encomium. They represent the left-over space, the curtailment of appropriations, and the lack of knowledge of the subject on the part of designers and builders. Objections, especially from women and girls, to indoor physical activities, are too frequently but projections from the crowding, heat, dirt and discomfort of the dressing struggle that precedes and follows a period in the gymnasium or pool.

Dressing-rooms, showers, toilets, lavatories and lockers should be given adequate space, and their ventilation, lighting and cleanliness must receive continual and expert supervision and care. The corridors and open floor space should be made of smooth-finished non-slip material and have a pitch of ¼ inch to the foot toward floor drains. The junction between floor and side walls must always have a curved base.

The maximum load of bathers that a pool may carry (in proportion to its size) is really determined by the dressing-room and shower facilities.

For a woman's plant, individual rooms are requisite. The number of rooms should represent the maximum number of individuals who would normally be needing to dress for swimming or for the street *at the same time.*

In a large school the schedule should be so planned that two classes (one coming and one going) would not be together in the dressing-rooms. In a Y. W. C. A. or Y. M. C. A. or club, the load is scattered, and fewer dressing-rooms can be made to serve the needs of a greater number of bathers.

It is obvious that dressing-rooms and showers must be no farther than absolutely necessary from the poolroom.

Dressing-rooms and Showers.

Wood construction should be avoided if possible. Marble, slate or glass are more durable and sanitary.

The most modern and approved plan of arranging dressing-

rooms and shower baths is by the so-called "unit system." A "unit" usually consists of twelve dressing-rooms and twenty-four dressing-lockers arranged in a rectangular block surrounding three shower baths. Four dressing-rooms open into each bath.

Each dressing-room is approximately 3 feet square. The partitions between dressing-rooms are set on pipe legs at least 4 inches high to allow for proper washing of the floors. Each dressing-room should be equipped with a rubber mat, a small mirror over a narrow wooden or glass shelf, and at least two long and strong rustless metal hooks over which clothing may be thrown rather than on which it may be precariously hung during the dressing period.

Shower baths must have both hot and cold water connections. "Mixing valves" are very unsatisfactory and wholly unreliable besides being much more expensive than the usual hot and cold water controls. Adjustable side spray shower heads are more satisfactory than the overhead "rain" type. The "head" should be removable to facilitate cleaning.

Toilets and Lavatories.

Proper and adequate toilet and lavatory facilities form an exceedingly important part of the plant. All plumbing and fixtures should be of the best and most sanitary type. Toilets should be so placed that they are most conveniently accessible from the dressing-rooms. In lavatories some one of the various sanitary individual towel systems should be installed, and liquid or powdered soap provided.

Lockers or Tote Boxes.

The locker or storage problem is ever with us. Few schools or plants of any type can afford space or equipment to provide every student or patron with a 36-inch locker for permanent storage of athletic clothing.

The "tote box" system has gone a long way toward solving the problem for the Y. W. C. A. or Y. M. C. A. department. This is doubly true if the unit system of dressing-rooms and dressing-lockers (2 to each dressing-room and for temporary use only) are provided. The 24 dressing-lockers, which are an integral part of a unit of 12 dressing-rooms and 3 showers, are inserted in 4 blocks of 6 lockers each at the corners of the unit.

In brief, tote boxes may be used most satisfactorily in any type

of institution where membership is large and attendance irregular. Such a system provides individual steel or fibre boxes, approximately 15 inches long × 10 inches wide × 7 inches deep, which are kept on steel shelves in an enclosure to which only attendants are admitted. Each box is numbered and carries the member's name on a card on the end of the box. A member calls for her box by name and number and it is delivered to her over a counter. She is assigned to a certain dressing-room (e.g., 25–26) and given a key to one (No. 25) of the two empty dressing-lockers adajcent to the dressing-room. These lockers are deep and wide enough (36 inches × 18 inches × 12 inches) to receive the tote box and clothing.

After dressing for her swim, the member transfers her clothing and tote box to the dressing-locker, locks it and carries the key with her to the pool. A key-board is provided in the poolroom where the key may be hung during her swim. While member No. 1 is having her swim, member No. 2 comes in, is assigned to the same dressing-room (25–26) and given the second dressing-locker (No. 26). After dressing, she transfers her box and clothing to her locker, thus freeing the dressing-room for the use of member No. 1, who returns to dress for the street while member No. 2 is in the pool.

The writer is responsible for a so-called "Self-service Tote Box System" which at present is being installed in two quite different types of buildings, but has yet to prove its value through use. These plants are the new woman's building of the University of West Virginia, and the Central Branch Y. W. C. A. of Brooklyn. The object of such a system is to cut down the overhead expense for attendants who spend their days carrying tote boxes; to reduce the time—necessary by the old plan—that it takes a member to secure her key and room assignment, and to effectually prevent petty thieving from dressing-room lockers.

Such a plan presupposes the Unit System of dressing-rooms and showers with two 36 inch × 18 inch × 12 inch lockers to each dressing-room. Instead, however, of having tote boxes concentrated in an office enclosure, they will be arranged on steel shelving against the walls of the whole dressing-room space. This shelving will be about 6 feet high with the lowest shelf at least 4 inches from the floor. Steel boxes 15 inches long, 10 inches wide, and 8 inches deep are ranged in tiers, each box separated from those on either side of it by four or five (¼-inch) steel rods that pass from the

top of the shelving through all the shelves to the bottom and are riveted in place at both top and bottom. Each steel shelf has a lip (about ¾-inch wide) along the front, and on this, at points directly over the center of each box, projecting steel staples are riveted. Each box will carry a hinged hasp attached to the upper border. This hasp has a slot in the center and is deep enough to cover the space between the top of the box and the shelf. The slot in the hasp fits over the staple in the shelf, and the box is securely locked in place by a padlock put through the staple. The dressing-lockers will not be equipped with Yale locks but with the device which calls for padlocks.

The plan of organization of such a system is briefly as follows. When a member joins the organization or enters for a school year, she is given (or sold) a padlock and key. She is assigned to a dressing-room and dressing-locker which she is told to use throughout the year. A tote box directly opposite her dressing-room is allotted to her. The member places her clothing in her tote box and locks box to shelf with the padlock. She keeps the key in her possession.

When she comes to the pool for a swim, she has only to get bathing suit and towel from an attendant as she hurries past the office. She takes her tote box with her into her dressing-room. If she comes to the plant for swimming only, she will have little in her box besides bathing cap and toilet articles. As she prepares for her swim, she puts shoes, stockings and all small articles in her tote box. When dressed, she empties the dressing-room, hangs her clothing in the dressing-locker, puts her tote box in the bottom of locker and secures her property by locking the dressing-locker with the padlock to her tote box.

All padlocks used in the plant must of course be master-keyed. If a member loses the key to her padlock, that particular lock is removed and she is given a different padlock.

However architecturally perfect a plant may be made, no system of dressing-room control will be satisfactory unless its operation is based on thorough and detailed organization and its administration is painstaking and efficient.

Hairdryers.

In a plant used by women some provision must be made for drying the hair.

Electric hairdrying apparatus is satisfactory but expensive. In

some plants—as in the Barbour Elementary School in Detroit—hot air is forced from the engine room to a long metal pipe in the dressing-rooms. Adjustable nozzles slant downward and outward from both sides of the main pipe. To dry her hair, a girl shifts a nozzle to an upward slant and the hot air is released.

Chutes and Trucks.

If the laundry is near the dressing-rooms, a chute may be installed down which wet suits and towels may be sent.

If the laundry is in the basement and the pool on the tenth floor, there must be several zinc-lined trucks placed at convenient points through the dressing-rooms where wet bathing suits and towels may be dropped.

Bathing Suits and Towels.

In pools for men, either no suits are worn or short bathing trunks are used. In women's pools, a one-piece white or light-gray cotton or woolen suit is worn.

An unalterable rule of every pool should require bathers to use suits and towels provided, laundered and sterilized by the management. The question is immediately asked, "Why cannot I buy one of your suits, mark it with my name and have you keep it here, wash and sterilize it for me?" The objections are fourfold: (1) If everyone in a large plant asked for this privilege, the extra service demanded of maids in sorting out individual suits and placing them (dry) in individual tote boxes, would tremendously increase the overhead expense. There would also be an irreducible minimum of mistakes made in returning suits to owners' boxes. (2) If maids are given free use of the pass key, as would be necessary by such a plan, losses of property from tote boxes could not be checked. (3) An unscrupulous patron could remove the worn suit from her box—claiming loss or theft in the department—and demand its replacement by a new one. Such tricks are of common occurrence in large plants. (4) If privately owned suits are washed and sterilized with management-owned suits in a *carefully supervised laundry, both* will be clean and sterile. If the laundry is careless and unsanitary, all suits washed there will be equally unclean and possible sources of infection. A good grade of turkish towel, approximately 22 inches by 44 inches in size, should be provided. The name of the institution may be woven in a colored band through the towel. This is a wise precaution against theft.

Bathing suits and towels should be on hand in numbers sufficient to meet the demands for at least two days. In selecting a bathing suit for women, tests must be made for (a) style and cut, (b) flexibility of material, (c) dye, and (d) finish—or nap.

1. *Style and Cut.*—If a suit is to give good service—approximately 100 usings—the body must be long and shaped over bust and hips, and the crotch should be large. The neck should be cut the same height front and back. The legs should be short and straight (not shaped).

2. *Flexibility of Material.*—The flexibility or stretching possibilities of the material will lengthen the life of a suit by many wearings. It is an amusing fact that the average woman, size 40, persists in the demand for a suit size 36.

3. *Dye.*—White suits containing no dye come the nearest to no suits at all and are, therefore, most desirable from the sanitary viewpoint. Suits of a light-gray, fast-dye material, are more satisfying as clothing and much more generally used and cannot be seriously objected to as unsanitary.

4. *Finish of Material.*—From the standpoint of pool cleanliness and sanitation, the use of bathing suits having a soft finish and heavy nap is a menace. The best way to reduce the lint and unpleasant sediment on the bottom of the pool is for the management to provide bathing suits made of hard-finished, cotton material having the least possible nap.

TABLE SHOWING APPROXIMATE NUMBER OF BATHING SUITS OF DIFFERENT SIZES NEEDED IN AN ORDER OF 500 SUITS FOR

College or Y. W. C. A.

Sizes	32	34	36	38	40	42	44	46
Number of suits	45	70	125	125	50	50	20	15
Per cent	9	14	25	25	10	10	4	3

Secondary School

Sizes	28	30	32	34	36	38	40	42
Number of suits	45	50	75	125	125	50	20	10
Per cent	9	10	15	25	25	10	4	2

Office of Service Department.

A swimming-pool plant should be so arranged that all bathers in being routed to the dressing-rooms are obliged to pass through the control office. They should leave the dressing-rooms by a different exit. The control office should issue suits and towels, and check, by signature or otherwise, all entrants to the pool in terms of their membership, eligibility through medical examination, and present physical condition. The service department must be adequately supplied with maids and attendants, and the organization and administration of the entire plant, including cleaning, should be placed in the hands of a high-salaried and experienced person.

This is the place in a plant where too often trouble starts and brews for lack of the superior ability to organize and control innumerable details. Such ability is not found in maids and attendants.

As the service department really "serves," in like manner and degree will a swimming pool be successful.

TREATMENT OF WATER IN POOL

Types.

The three methods by which clean water is supplied, classify swimming pools as to type. These types are:

1. *Fill and Draw.*—The pool is filled with water, used for any given period and then completely emptied.

2. *Circulation.*—A type of pool, rarely found save where a natural and inexhaustible water supply can be tapped, has a stream of water entering at one end, passing through the pool and outflowing directly to the sewer. This means waste of water once used. The cost of heating the water makes such a type of pool prohibitive.

3. *Recirculation, Filtration and Sterilization.*—This is the modern and approved type. A pool having been filled with water, this same water is drawn from the pool at the deep point, pumped through heater, filters, and sterilizing apparatus, and returned clean and sterile to the pool. This process is, or should be, a continuous one during the 24 hours of the day, resulting in a complete turnover of the pool contents every 12 hours. If the bathing load for a pool is expected to be very heavy, the turnover should be completed every 8 hours.

A recirculation system includes the inlets into the pool basin and the outlets from it, the pumps, heater, filters, and sterilizing

apparatus. If a suction cleaner is used, this should be considered part of the system. Refiltration and recirculation is the most efficient and economical method of securing a clean and sanitary pool.

Since the same water is used for weeks or even months, the initial cost of water is not great, and there is also a saving in heat. Strange as it may sound, when filters and sterilizers are efficient, bacteriological tests bear evidence to an increasing sterility of the water as it is used, refiltered and sterilized for a period of several weeks. .

Filtration *cleans* the water and removes from 60–80 per cent of the bacteria. A germicidal agent or *sterilizer* is needed to render the water absolutely sterile.

Inlets and Outlets.

Fresh or repurified water should enter the pool at the shallow end, and with sufficient force to cause a distinct current (5). If there is but one inlet in a pool there is danger of dead water areas in the corners. In a pool more than 20 feet wide, at least two inlets should be provided. In many pools one inlet is above the surface —the water spraying, with considerable noise, from some ornamental device. The advertising value of such a method of evidencing the fresh water supply is great, but it has the disadvantage of being too successful a competitor with the voice of an instructor.

It is perfectly possible during lesson periods to shut off such a surface supply and later turn it on again—water, noise and the psychological value of both—during plunge hours.

Under-water inlets are usually located not more than one foot below the water line and at the shallow end only. In "spoon" pools, inlets should be placed at the deep end also.

Outlets are placed at the deepest part of a pool. In pools more than 20 feet in width, two outlets (or more) are necessary. Wherever possible, outlets should be large enough to allow complete emptying of the pool within 4 or 5 hours' time.

Pumps, Heater and Strainer.

From the outlets of the pool, water is pumped through a strainer—designed to catch the coarser matters in suspension—and through a heater. From there it goes to the filter, then to the sterilizer and back to the pool. The filters deserve more than a passing mention.

Filtration and Filters.

A filter is a circular steel tank, and its size is determined by the size of the pool and the rate of filtration desired. A filter tank is filled with layers of sand and gravel. Twelve inches of coarse pebbles form the lowest layer. Above this are 18 inches of pebbles graduated by 6-inch layers from fairly coarse to very fine pebbles at the top. The top layer of the filter bed is 30 inches in depth and should be the finest washed quartz sand. The top layer of sand is the heaviest and catches the dirt and oil in suspension as water flows through from the top to the bottom of the filter and out through manifolds to the *sterilizing apparatus*.

If the water supply contains clay, iron, or manganese, is turpid or has color, an "alum pot" must be attached to the filter. If the water is very hard, sal soda may be introduced to soften it to the point where alum will become effective. Alum is a coagulant and when introduced into the top of the filter it forms a gelatinous mass that catches the particles of clay, dirt, iron, hair, etc. This mass must be cleaned frequently from the top of the filter. To wash a filter, the flow of water to the pool is shut off and a reverse flow of water is sent through the filter—and to the sewer—at three times the regular filtration rate. The usual rate (depending upon the size of the filter) is 90 gallons per minute and the rewash rate 270 gallons per minute. It takes about 10 minutes to thoroughly wash a filter, and this process should be repeated every two days.

Sterilization.

The bacteria not removed by filtration must be killed by some method of sterilization.

Four methods of sterilization are in common use.

1. *Chlorination.*—As the filtered water passes back to the pool, liquefied chlorine gas is added to it in proper dosage by a modern apparatus known as a chlorinator. The dosage can be changed to meet varying needs as shown by increased bathing loads. The only objections to chlorination are the occasional irritation of sensitive mucous membranes of bathers and the disagreeable taste and odor resulting from an overdosage of chlorine. The great advantage of chlorination lies in its efficacy, not only in purifying water on its way to the pool, but in the continual sterilization in the water of the pool by the presence of a residual amount of the disinfectant. Recent tests made at the University of Wisconsin (6) indicate that a chlorine residuum of from 0.15 to .2 p.p.m. "is sufficient

to maintain a pool of water continuously which meets Treasury Department Standards for safe drinking water." (Stovall (6), page 243.)

A chlorinator costs $350 to $550 for installation and about $100 a year for maintenance.

2. *Ultra-violet Ray Treatment.*—In this system the water passes in a thin film around clear quartz tubes, contained in a cylinder. Inside the tubes are mercury-vapor lamps, which generate ultra-violet rays which destroy the bacteria.

There are two serious objections to this method. (a) There is no active sterilizing agent in the water of the pool. All purifying action takes place in the apparatus and none after water passes the ray. (b) The rays are ineffectual if the water is turbid or dirty. Filters must be in perfect condition and deliver clear and clean water to them. The outstanding advantages of the ultra-violet rays are chiefly esthetic and psychological. No chemical is used and hence there is no taste or odor. The apparatus installed in the poolroom looks interesting and efficient and inspires confidence. The ultra-violet ray apparatus is expensive to install and to operate. The operation cost depends upon the number of lamps and cost of current. In the Central Branch Y. W. C. A. pool, with a capacity of 37,853 gallons, the approximate annual operating cost of the R. U. V. is $450. There are two R. U. V. sterilizers operating in series 24 hours daily. Electrical current is supplied by the building at 3 cents per kw. hr.

3. *Ozonation.*—Treatment of water by ozone has not as yet become scientifically or commercially sucessful. Ozone generated in an ozonator is passed through water. Ozone kills bacteria and gives a peculiarly pleasing color to the water. All the sterilizing goes on outside the pool, as with the ultra-violet rays, and both methods are therefore inferior to chlorination, since they have no residual bactericidal effect on the water in the pool. Ozonation is also very expensive.

4. *Hypochlorite of Lime Treatment.*—This "nose bag" method has been largely superseded by chlorination through the use of a chlorinator.

In a piece of cheese-cloth 2 feet square three pounds of hypochlorite of lime (purchased in cans) is placed. A bag is made of the cheese-cloth and it is tied to the end of a bamboo pole. The bag should be weighted so it will stay below the surface of the water, thus reducing the odor of chlorine. The bag is dragged through

the water until the lime has dissolved, and the bag should then be left in the water for a time. This method is by far the least expensive and is very efficacious. In one pound of lime there is only 25 to 30 per cent of free chlorine. The residue is irritating to the eyes, nose and throat. The odor and taste are also objectionable.

Suction Cleaner.

A suction cleaning apparatus may be connected with and operated by the circulation pumps. Such an apparatus is used to draw up the objectionable deposits of lint, dirt and hair that settle on the bottom of the pool. These are too fine to be carried off easily during recirculation or removed satisfactorily by sweeping.

THE LAUNDRY

In a large plant, the initial outlay for laundry machinery will prove a good investment through the saving in the expense of washing and sterilizing suits and towels.

Suits and towels should be washed separately. The washing and sterilizing process consists of:

Steps in Process.

1. *Washing* in a "wash wheel" in boiling water and chip soap for fifteen minutes.
2. *Rinsing* in the "wash wheel" for fifteen minutes.
3. *Drying* in an extractor for about fifteen minutes.
4. *Drying* in a tumbler dryer at a temperature of 220°–345° F. until completely dry.
5. *Delivery* in clean hampers or trucks to the service department.

SWIMMING-POOL ADMINISTRATION

A sanitary and inviting pool cannot be guaranteed by architect and builder. Only through efficient administration, with attention to minute detail, can even the most costly and beautiful pool be kept clean, attractive and safe. The organization and administration of a pool is a threefold function. In includes

Threefold Function.

1. *Control of bathers.*
2. *Cleaning,* control and operation of the poolroom and service department.

3. *Control of the water supply* and its heating, filtration and sterilization.

CONTROL OF BATHERS

Types of Infection.

Hinman (5) (page 89) classifies the infections that may be gotten in swimming pools as:

1. *Intestinal infections,* as typhoid fever, dysentery, etc.
2. *Eye and ear inflammations,* like conjunctivitis, rhinitis and ethmoiditis.
3. *Ghonorrheal infections.*
4. *Infections of the respiratory system,* like grippe, colds, pneumonia, sore throat and sinus infections.

Prevention of Infection.

Bathers will not become infected if the pool water has not first been infected *by bathers.* The first step in the process of prevention is the regulation that every student or patron using the pool should submit to

1. *An annual or semi-annual physical examination* by a staff physician and

The Anuual or Semi-Annual Examination must include

(1) Inspection of eyes, ears and nose for inflammatory conditions.
(2) Examination of the throat, using a tongue blade, with especial attention given to teeth and tonsils and to any chronic inflammation.
(3) Examination of skin.
(4) Stethoscopic examination of heart and lungs.
(5) Questioning regarding previous illnesses such as typhoid, dysentery, pneumonia, sinus infection and health of pelvic organs.

If examination schedules are carefully prepared and blanks made ready before the examination period, and if an examinee goes to the physician with all clothing lowered or removed to the waist, an experienced physician can make a very satisfactory cursory examination in five minutes.

An individual who obviously needs a more thorough examination should be refused admission to the pool until tests or a more detailed examination can be made.

2. *Daily inspection* before entering the pool, made by an instructor or attendant.

Daily inspection of a very informal kind should be made by the instructor or guard in charge of the pool as a bather enters the poolroom. An experienced person will immediately notice evidence of too casual a cleansing shower, an unhealthy looking skin or the presence of "colds." No one whose condition can be questioned should be allowed to enter the pool.

Check by Signature.

When the swimming personnel of a pool is large and the attendance irregular, as in the Y. M. C. A. or Y. W. C. A., the "signature check" is the only satisfactory method of guarding the pool against bathers who might be sources of infection.

At the time of the annual physical examination and in the presence of the physician, a member is asked to sign a card for the "visible index." Such signature cards are filed in the control office of the service department. Each time a bather comes for a swim, she is asked to sign a slip of paper, and this signature is verified by comparison with the original before she is given a bathing suit and towel and admitted to the dressing-rooms. This system is not cheat-proof but is nevertheless very effective.

Cleansing Shower.

Hinman (5) quotes Bunker and Whipple as having found 3 billion bacteria on the skin of a man of clean habits, and 80 million bacteria on the feet of a boy who was about to enter the pool.

A cleansing shower with warm water and soap should be an unquestionable requirement made of every person before entering the pool. The shower must be taken in the nude, and all soap should be thoroughly rinsed off before the bathing suit is put on. A cold shower, after the suit is donned, prepares the bather for the shock of the plunge and at the same time removes some of the lint from the bathing suit.

If bathers are forced to walk through a foot pool in order to enter the poolroom, the number of bacteria carried into the pool will be greatly reduced.

Bathing Suits, Caps and Towels.

Mention has previously been made of the advisability of having suits provided and laundered by the management and their use required for all bathers.

If bathers are permitted to bring their own suits, it is obviously impossible to reduce to a minimum the pollution of the pool from dye and quantity of lint. No bather could give her suit the thorough (one and one-half hour) washing and sterilizing it would get in a well-equipped modern laundry supervised by the management. If the rule is rigidly enforced and no exceptions allowed, it is soon accepted without question or appeal.

In all indoor pools the wearing of fast-dye rubber bathing caps should be required of both men and women. This rule is not based on sex, length or quantity of hair, or on "cold" prevention. Its object is to protect the pool from the dust, dandruff, oil and bacteria that even the cleanest head might contribute to the pollution of a pool. Every plant should carry for sale several grades of fast-dye and para rubber caps.

Bath towels, provided by the management and their use required, should receive the same thorough washing and sterilizing that is given to bathing suits. Both suits and towels must be so handled and stored in the interim between sterilization and use that no possible infection can take place.

Undergarments and Jewelry.

The wearing of undergarments of any kind and stockings must be strictly prohibited. No jewelry should be worn. A bather must be refused admission to the pool if cold cream, powder and rouge and chewing gum have not previously been removed or if plasters or bandages of any kind are used.

Posted Instructions.

A printed list of instructions should be posted in each individual dressing-room. A suggested list of instructions follows:

Hints on Personal Cleanliness.

1. *Use the toilet* first before you take a swim.
2. *Cleansing shower* bath with soap and warm water.
3. *Leave in the footpool* all bacteria picked up by your feet between shower and pool.
4. *Always wear a bathing cap.*

5. *Leave all jewelry* and clothing of every kind, except your bathing suit, in your locker or lock box.

6. *Always expectorate in the scum gutter* provided for the purpose.

7. *Protect your own health* as well as the health of others by staying away from the pool when you have a cold or sore throat or any inflammatory condition that would be aggravated by swimming and that would pass on your infection to others.

8. *Blowing water from the nose contaminates* the pool and also forces infection into your own sinuses.

Hints on Safety.

1. *You are not allowed* in the pool unless an instructor or guard is present.

2. *Avoid accidents* that result from running and rough play on the runways and diving board.

3. *Do not remain* in the water until you are chilled.

INSTRUCTORS AND GUARDS

An instructor or guard who is a thoroughly responsible person, a strong swimmer and life-saver and familiar with methods of resuscitation, must be in charge of a pool *and in the poolroom* whenever bathers are present.

Special Hours for Instruction.

Special hours should be reserved for instruction only. Swimmers must be excluded from the pool at such periods. No instructor can adequately instruct and at the same time guard a pool, nor can the human throat stand the strain of constant teaching and coaching of beginners while others, more expert, are making even the minimum of unavoidable noise during diving and swimming.

Records.

Blanks should be furnished an instructor and daily reports reqnired of the number of bathers using the pool morning, afternoon, and evening, and the temperature of the water and air.

Efficiency of Instruction and Satisfaction of Swimmers.

At Central Branch Y. W. C. A. in New York City a method has been in successful operation for more than a year whereby the

efficiency of different instructors and the satisfaction of persons instructed can be ascertained. When a member registers for a course of six lessons in one of the various types of courses she is given a "guarantee." During 1926, 1,153 individuals were given guaranteed swimming courses with only nine requests for repetition of a course.

CARE OF THE POOL

Cleaning, Control and Operation of Poolroom and Service Department.

If a swimming pool is to be kept clean, sterile and safe, the service department must not be the first place to suffer from budget cuts and rampant economy drives. Maids and porters must be employed in sufficient numbers, thoroughly instructed as to their duties, and intelligently and continually supervised. Dressing-rooms, toilets, showers and corridors must be kept scrupulously clean. The entire plant must be kept well ventilated, sufficiently warmed and absolutely under control. The size of the plant and the extent of its use will determine the size of the staff needed and the cleaning measures to be employed.

The runways and visitors' gallery must receive special attention and the most careful and skilled cleaning.

The pool basin should be emptied and thoroughly cleaned with an abrasive powder as often as it is necessary in order to keep it in a condition inviting to the most squeamish bather. In extreme cases a dilute muriatic acid solution may be used for cleaning.

When a system of filtration and sterilization is modern and efficient, control of bathers adequate, and cleanliness ranked with the virtues, a pool will not need emptying on an average of more than four times a year.

A considerable quantity of water must be added daily to take the place of water splashed into gutters, onto runways and carried away in bathing suits, and every morning the pool should be flooded to remove the dust that settles on the surface of the water.

The amount of water added daily to replace that which is splashed away by the swimmers is about 1/25 of the total volume of the pool. Thus in a 50,000-gallon pool the re-fill is equal to a monthly filling.

When a pool is in constant use, the pumps, filters and sterilizers

must be kept in operation twenty-four hours in the day, and the daily cleaning of the pool basin should be done at night.

If the pool is used in the evening—until nine or ten o'clock—no cleaning should be begun before one o'clock A.M. At that hour, a porter should sweep the sides and bottom of the pool with a long-handled brush. If the handle of the brush is made of galvanized pipe, the brush will stay at the bottom without additional weighting. All brushing should be done slowly and in the direction of the outlets. After this first sweeping, nothing further is done for four or five hours. During that time the lint and sediment will collect in small balls on the bottom of the pool. These deposits can be removed by a suction cleaner (see page 465) or again swept by brush toward the outlet. At seven or eight o'clock in the morning the pool is flooded and by nine it is ready for use.

A one-inch hose connection should always be installed in the poolroom. The hose is needed for cleaning the pool when it is empty and for rinsing (after cleaning) of runways and visitors' gallery. The cleaning of filters has been discussed on page 20.

CONTROL OF WATER SUPPLY AND ITS HEATING, FILTRATION AND STERILIZATION

Source.

The city chemist in charge of the water supply should be consulted regarding its source. It is particularly important to determine the "hardness" of the water and whether it is free from algae. The hardness of the water will determine the amounts of aluminum sulphate and sal soda that must be introduced into the filters.

If algae are present the condition can be controlled by the use of copper sulphate.

Clarity of Water.

The water in a swimming pool must be kept sufficiently clear so that the bottom of the pool may be seen at all times. If water is occasionaly turbid or milky in appearance, the condition can usually be traced to

1. *Inefficient filters.*
2. *The use of too much alum.*
3. *Insufficient rinsing of suits.*
4. *Inadequate rinsing of soap from the bodies of bathers.*

Temperature.

The temperature of the poolroom should be approximately 80° F. or about 5° higher than the temperature of the water.

The warmth of the water should be regulated according to the use of the pool as follows:

1. *Instruction pool*—water 75°–80° F.
2. *Swimming pool*—water 72°–75° F.
3. *Plunge*—65°–70° F.

Sterility.

Clear, clean water is not necessarily pure water.

The safety of a swimming pool can be determined by one method only—frequent bacteriological examination. A bacteriological examination of pool water should be made at least weekly, under standard conditions and by a bacteriologist who specializes in water examinations.

A "sample" of water (60 cubic centimeters) should be taken weekly, on the same day of the week and at the same hour. It should be collected in a bottle of the mushroom type (that has previously been sterilized for two hours at 200° C.) and at a point 6 inches below the surface of the water about midway the length of the pool.

The sample is tested in the following manner in the laboratory. Dilutions are first made of the original sample of 1–10, 1–100, and 1–1,000. Three plates of agar are then made, of 1 c.c., 1/10 c.c., 1/100 c.c. and 1/1,000 c.c., and the same is done with the lactose-litmus agar and the fermentation tubes, and then incubated for 24 hours at 37° C. The count of the colonies on agar must tally in proportion to each dilution. If acid or red colonies appear on the lactose-litmus agar, they are further plated on fresh media to determine whether or not they are true colon bacilli. Acid colonies accompanied by gas in the closed arm of the fermentation tubes are generally pretty conclusive of the presence of B. Coli group. These bacilli are not dangerous in themselves but they are the disease-producing bacteria found in the human colon and urine and give evidence of the presence of dangerous bacilli. In a 48-hour test it is possible to determine definitely whether or not the B. Coli group is present. B. Coli should never be found in pool water that is refiltered and sterilized.

The standard bacterial count for drinking water is 100 bacteria

per cubic centimeter. If a pool count is under 500 per c.c. it may be considered good. A count of 1,000 is not bad. Pools are frequently found to yield 5,000 to 500,000 bacteria per c.c.

In a count of 5,000 B. Coli is usually found to be high. If a count of only 10 to 15 bacteria per c.c. is reported, one of four reasons can be given:

1. *The pool had not been used.*
2. *The bacterial count was incorrect.*
3. *The test was inaccurate.*
4. *Proper media not used in test in laboratory.*

The bacteriological report should be posted weekly in a conspicuous place in the poolroom. A report should read as follows:

October 29, 1926.

No. of bacteria per c.c. in agar in 24 hours at 37° C. 315
No. of acid colonies per c.c. in lactose-litmus agar in 24 hours at 37° C. ...

Fermentation test giving presumptive test for B. Coli group. Negative Interpretation: B. Coli not present in 1 c.c. of water

When the report is found to be high—from 1,000 to 5,000 bacteria per c.c.:

1. *Bathers have been violating* the first laws of hygiene.
2. *There has been gross negligence* on the part of the management.
3. *Filters or sterilizers are out of order.*

If a report is high or B. Coli is reported as present,

1. *The pool must be emptied and scrubbed* or,
2. *The water should be highly* chlorinated for 24 hours.
3. *Filters and sterilizers should be* carefully investigated.
4. *Control of bathers* and methods of cleaning the pool must be checked for carelessness or a relaxing of the vigilance of the service department.

In summary, a swimming pool is a safe and sanitary place to swim in when and only when the management is intelligent, responsible and eternally vigilant and bathers are conscientious, careful and cooperative.

This is not too much to expect or ask of both management and bathers, as many plants over the United States can bear evidence. When a pool is properly constructed and all mechanical devices

provided for its operation and sanitation, the rest is "up to" the management with a motto of "Efficient and Intelligent Service for Others" and to bathers who need only to be informed and then to abide by the Golden Rule.

NOTE.—Numbers after names in this chapter refer to publications in the bibliography.

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CHAPTER XXIX

INDUSTRIAL RECREATION

Industrial recreation constitutes one of the administrative arms of the community recreation program. The industrial groups constitute one of the types of self-organized groups. It is natural that people who work together should be interested along similar lines. Industrial recreation has therefore become one of the important ways of reaching the many groups which constitute our community program. (See page 151.)

The aims of industrial recreation are precisely the same as those of all other types of recreation. The industrial worker needs recreation for exactly the same reasons as any other member of the community needs recreation. Any program based merely upon increasing the efficiency of the worker or upon the health ideal for greater economy of work, will certainly fail. Any group of people will rightly resent a program arranged for the increase of their own efficiency. This will be the outcome, but it must not consciously be set up as an aim.

Industrial recreation should have as its objective the joy and happiness which is the rightful heritage of all human beings. In the proportion that joy is not found in one's work, recreation and relaxation must come in to fill the void. Wholesome recreation becomes more and more necessary with the tendencies of our present competitive machine-run industries to eliminate the creative instinct in their workers.

WHAT IS BEING DONE IN INDUSTRIES?

A wide range of individual activities is being conducted in the various parts of the country. In some of the smaller communities where there is one large industry, the wide range of playground and recreation activities is more apparent. The National Cash Register Company, Dayton, Ohio, has given the City a park of one hundred twenty-five acres for club houses, tennis courts, golf courses, baseball diamonds, playgrounds. The American Rolling Mills Company, Middletown, Ohio, developed four playground centers which were later turned over to the community. The com-

pany still maintains a four-hundred-acre park, one part of which is used as a camping ground by Boy Scouts, Camp Fire Girls and other community groups.

The United States Steel Corporation provides one hundred twenty-five playgrounds for the children of the various communities in which their subsidiary companies are located. Many industries provide camps. The Curtis Publishing Company operates a camp through its Service Division. The New York Central Railroad provides a camp in the Adirondacks for its employees. The New York Life Insurance Company maintains several camps. The Rogers Peet stores of New York City maintain a camp. A new camp to be known as the Bankers Camp is now being built to accommodate the employees and their families who are connected with a number of the large New York City banks.

Musical Activities.

Many types of musical activities are promoted in connection with the industries. The Erie Railroad maintains a shop band. The Metropolitan Life Insurance contributes the salary of a musical director. Glee Clubs, women's choral societies, women's string orchestras and military bands are organized in many industries.

Railroads Have Been Leaders.

For years the Santa Fe Railroad has provided club houses at the various strategic points along its roads. The New York Central organizes baseball teams. The Norfolk and Western Railroad reaches about three thousand five hundred men in connection with their activities. These are merely examples of what is being done by the railroads.

Branches of National Concerns Have Been Leaders.

Local branches of large national concerns have been the leaders in promoting wholesome recreation in the communities where they are located. Branches of such national firms as the Shredded Wheat Biscuit Company, Montgomery Ward, the Mazda Lamp Branch of the General Electric Company, General Motors Corporation, Chevrolet Motor Company, the Paraffine Companies Incorporated, and the Eastman Kodak Company, have been prominent in the industrial recreation movement since its inception.

The Sports Carnival.

The sports carnival as carried on in Oakland, California, has become one of the important phases of the industrial recreation

program. This carnival is held once a year in the municipal auditorium, and all the firms which are members of the Industrial Athletic Association participate in it.

The carnival is opened by a parade of the association groups, each portraying in some way the industry which it represents. Elaborate preparations are made for this parade, which is enjoyed by thousands of people who gather in the galleries.

The program of the evening consists, in addition to the parade, of volley-ball games, indoor baseball games, tugs of war, bowling demonstrations, races, relays, basket-ball. The women as well as the men participate, women's teams playing against women's teams from other plants. The latter part of the evening is devoted to dancing.

This carnival is really a demonstration of the industrial activities, and there are as many as 2,500 participants. These games are really friendly get-togethers, not competitive, for, regardless of score, at a given time the activity stops to give way to the next event.

Noteworthy of mention is the fine spirit of comradeship and goodfellowship that prevails among the employees representing some fifty industries. Members of their families eagerly look forward to the sports carnival.

THE DIFFICULTY OF ORGANIZATION

The methods of organizing industrial recreation are still in the experimental stage. Many types of activities which were initiated with enthusiasm a few years ago have been discontinued. Mr. Ethelbert Stewart, Commissioner of Labor Statistics, states that "a survey of industries maintaining recreation for employees indicates that activities have been discontinued in more than one-half of the establishment which previously maintained them." Definite reasons could be assigned in every instance for the discontinuation of industrial recreational activities which have been planned "for employees."

The more recent surveys indicate that there is no decrease in the interest of employees in recreation nor is there any evidence to show that the number of people participating in recreational activities has decreased. The decrease is primarily in the number of institutions which maintain recreation facilities *"for their employees."* The motto should be not "for the employees," but "with the employees" and "by the employees."

Cause of Failures.

Where institutions have discontinued conducting recreational activities, it has been for one of the following reasons:

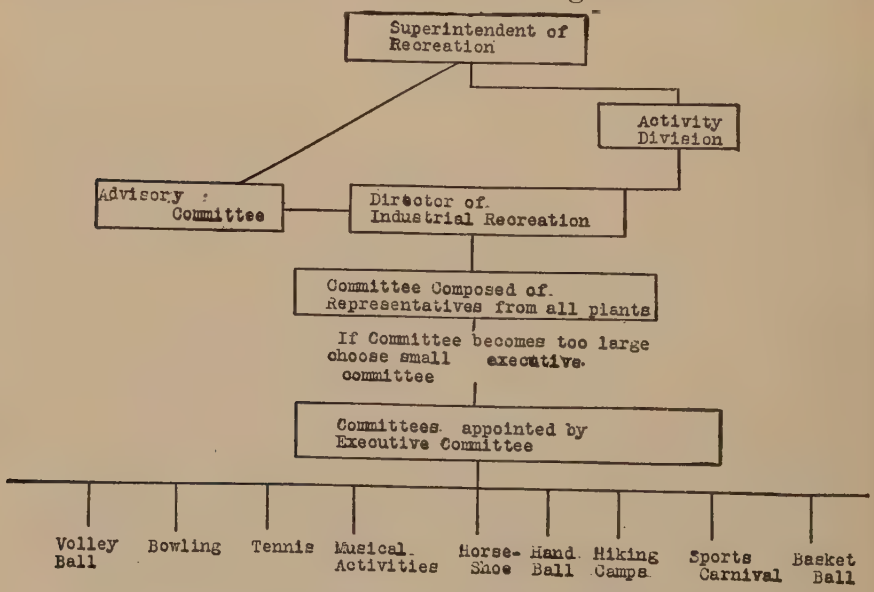
1. *Employers establish* a recreation program for employees as a part of a welfare, health or efficiency program.
2. *Women's activities were* exploited or otherwise badly managed.
3. *Activities lost* the "sport for sport's sake" aspect and became professional.
4. *Employees were not asked* to help in the planning of the activities.

Under any of these circumstances an industrial recreation program would fail and ought to fail.

The same principles here hold as discussed previously (see page 37), namely, that there will be interest in an activity upon the part of the employees to the extent and only to the extent to which they, the employees, have a part in the planning of the activities. Recreation can be made as loathsome as drudgery if there is an attempt by employers to force a program upon the employees for utilitarian reasons.

ORGANIZATION STEPS

Industrial recreation should constitute one of the administrative arms of the city recreation department. (See page 151.) The following chart shows the details of the organization.



CITY INDUSTRIAL RECREATION ORGANIZATION

The director of industrial recreation should be an employee of the city whose business is to serve in a large way the entire industrial community.

First Step—Selection of Director.

Someone should be secured to organize the industrial activities who stands above political, religious, or other influences which may stratify the community. An organizer, to be the right director of industrial recreation, should assume the same attitude towards his work as the director of children's playgrounds, the director of community centers, the director of camps, or the director of any of the administrative arms of the recreation department.

The duty of the director of industrial recreation is not primarily to conduct activities but to organize activities. Industries constitute the largest block of self-organized groups. (See page 348.) The director of industrial recreation should find out what types of recreation the industrial groups want; when they can participate in activities; where the nearest facilities are located, etc. When all this information has been collected, the director of industrial activities, together with committees from the employees' associations, lays out the year's program and outlines the policies.

Second Step—Survey of Needs.

A survey of needs should be so conducted that it would gather information relative to the interests of the employer and the employees, the number of employees, facilities which are available, time when activities can be carried on, the types of activities in which there is interest. The following survey steps as used by Minnette Brodke are suggested:

1. *To personally contact* and interview employers who are employing fifty or more people. (This does not mean that service should not extend to smaller establishments; however, work should start with larger plants.)
2. *To acquaint employer* and employee alike with proposed recreational plans.
3. *To list number of men* employees in each organization.
4. *To list number of women* employees in each organization.
5. *To list hours* worked daily and rest periods.
6. *To list recreation facilities* or possibilities of developing them near or in the plant.

7. *To list activities* of welfare or personnel departments.
8. *To list activities of medical department.*
9. *To determine attitude* of employer toward a recreation program.
10. *To receive suggestions* relative to methods of putting recreation program into effect.
11. *To determine what* other agencies are organizing recreation for industries.

Third Step—Formation of an Advisory Committee.

The formation of an advisory committee of employees and employers is of vital importance. It will not be possible to have such a committee in the early stages of a recreational program. However, after the program has been successfully worked out in a number of industrial plants, it will be possible to assemble a strong advisory committee. This advisory committee should act as a go-between between the director of industrial recreation and the various industrial institutions in the community. This advisory committee should make contacts with other industries. These contacts should be so made that employers' or employees' associations would be very glad to invite the director of industrial recreation of the city to come to the plant and advise in regard to recreational problems of that particular industry.

Without this advisory committee contacts are very difficult. Employers are suspicious. There have been justifications for these suspicions. At times programs have been organized for industries and later employers have been practically forced to contribute to certain community institutions.

On the other hand, employees are suspicious and they have had just rights to be suspicious. Employees have felt many times that the organization was merely a sop from the employer. They have felt it was a "bait" and once taken, somebody would surely "jerk the line." This was especially true in the early stages of the industrial recreational movement.

Fourth Step—Getting the Employer to Do His Part.

The good-will of the employer in the enterprise is absolutely essential. In addition to this, it is often necessary for the employer to assist in the providing of facilities. These facilities will vary from extremely simple types of equipment for activities such as volley-ball and horseshoe, to elaborate equipment for activities

which are conducted in club houses. The employer must not do too much. The employer, however, has no right to rob an employee of his initiative in connection with choosing his own recreational activities. Hundreds of cases of failures of industrial recreation over the country have been due to the zeal of misdirected employers. Club houses are standing idle, swimming-pools are unused and athletic fields are untouched, largely because the employer attempted to formulate the program for selfish reasons, namely, for increased efficiency of the worker. Other failures have come about because the employer did all of the planning and in no way allowed the employee to share in the responsibility. The employer should assign someone from the welfare, personnel or service department to represent the employer in helping to organize the activities within the plant.

Fifth Step—Organizing the Employees.

It should be the responsibility of the employees to plan and to conduct the activities for themselves. Committees should be assigned to the promotion of various types of activities. The following is a suggested plan of organization of recreational activities within a plant:

1. *General Commissioner of Sports.*

Selection should be as democratic as possible.

By vote of entire plant.
By appointment of employees' organization.
By vote of those participating in recreational activities.

Duties.

Represent plant on General Committee of Industrial Athletic Association of city.
Arrange for inter-departmental competition.
Assist in running off inter-departmental sports schedule.

Every sport in which employees participate should have its commissioner; men's commissioner for men's activities and women's commissioner for women's activities. For example:

2. *Commissioner of Volley-ball.*

Selection should be as democratic as possible.

By vote of entire plant.
By appointment of employees organization.
By vote of volley-ball players.

Duties.

To promote volley-ball and recreational activities as extensively as possible throughout the plant.

To promote plant tournaments of inter-departmental teams.

Each plant having more than one department or division of the plant interested in a given sport should have a department manager in that sport. For example:

3. *Departmental Manager of Volley-ball.*

Should be selected either by the employees in a given department or by the players or a given department.

Duties.

To encourage playing volley-ball by entire department.

To organize departmental teams.

4. *Captains.*

Naturally, every team will have its captain selected by the members of the team; or commissioner could appoint captains temporarily until the team members could select one.

The activities should also be made largely self-sustaining. Under the policy outlined on page 350, self-sustaining is defined as covering the actual cost of administering activities. It is assumed either that facilities such as fields, courts, diamonds, gymnasiums and clubrooms will be either furnished by the employer or that the regular facilities of the city recreation department will be used.

In fifty-five out of sixty-five firms recently covered in the survey, the employees share in the cost of conducting the activities. This share, however, varies widely. In thirty-one of the firms the employees carry over fifty per cent of the expenses. In twenty-two instances the employees carry all the expenses. The employers in three instances make up the deficits. Two firms finance women's activities but not men's.

TYPES OF CITY ORGANIZATIONS WILL DIFFER

No one type of an industrial recreation association can be suggested which will be applicable in all cities. In fact it is probable that no type of association will be applicable in any two cities, as local conditions will vary greatly. Each city presents a different problem. A thorough study of the local situation is essential before putting a definite plan into effect.

The One Industry Town.

In towns where there is one large industry and a large proportion of the town is affiliated with its industry, one type of organization will probably prevail. In many of these cities the industry provides gymnasiums, athletic fields, swimming-pools for the employees; and in many instances children's playgrounds, summer camps and even other types of activities for the children of the employees. Playground directors and camp directors are sometimes paid by the company. Some type of an employees' association is usually found to have control over the actual conduct of activities. In many instances the directors of the activities are paid by the employers and all of the program is made self-sustaining, save the children's playground activities.

The Many-Industry Town.

In cities where there are a number of industries a more elaborate type of organization will be found necessary. There will be much interrelationship between plants. Committees will have to be organized. New industries will have to be interested in activities. A program of publicity will have to be carried on. It will take much longer to organize an industrial athletic organization in this type of city. See page 482 for suggested type of organization in a many-industry city, and page 521 for constitution of Industrial Athletic Association.

The following is an example of the program of activities selected by one industrial athletic association:

1. *Noon hour at plant*
   - *a.* Athletic activities
     - (1) Volley-ball
     - (2) Baseball
     - (3) Tennis
     - (4) Horseshoes
     - (5) Handball
   - *b.* Rhythmical activities
     - (1) Folk dancing
     - (2) Singing games
   - *c.* Musical activities
     - (1) Band
     - (2) Orchestra
     - (3) Glee club
     - (4) Choruses

d. Dramatic activities (for special events)

(1) Rehearsing for plays, pageants, vaudeville, minstrel shows, etc. (Emphasis to be placed on participation in outdoor activities, except in inclement weather.)

2. *Late afternoon and evening activities*

a. Recreation activities

(1) Volley-ball
(2) Basket-ball
(3) Baseball
(4) Tennis
(5) Bowling
(6) Swimming
(7) Crew (where facilities are available)
(8) Gymnastics

b. Rhythmical activities for women

(1) Folk dancing
(2) Folk games

c. Musical activities

(1) Band
(2) Orchestra
(3) Glee club
(4) Choruses

d. Dramatic activities

(1) Plays
(2) Pageants
(3) Vaudeville
(4) Minstrel shows
(5) Stunts

e. Educational activities

(1) To cooperate with University Extension and night schools in interesting individual groups in educational classes such as lectures, reading, English, parliamentary law, etc.

3. *Periodical events*

a. To encourage and assist individual firms in giving monthly social recreation evenings, where all employees can come to enjoy an evening of social games, dancing, etc.

b. Picnics, hikes and week-end camping trips to city camps to be encouraged. Possibilities of vacationing at mountain camps should be brought to attention of industrial groups.

4. *Special events*

a. Sports carnival should be annual event in which all industrial groups come together to give demonstration of activities participated in during the year.

b. Track and field day may be made an annual event for men.

c. Swimming meet may be worked out in the form of a water carnival.

d. Industrial leagues and tournaments for men in all seasonal activities.

e. Play days for women may be held quarterly and culminate in a large annual play day and picnic for both men and women.

f. Industrial pageant.—This is something to think about for the future, in which the whole city would cooperate to put over a "Pageant of Industries."

PROGRAM OF ACTIVITIES

Children's Playground and Camp.

A program of activities which might come under the heading of "Industrial Recreation" may be of sufficient breadth to take in all phases of playground and recreation activities. This is illustrated in the situations where industries have supported children's playgrounds and conducted summer camps. This, however, is not really considered a phase of industrial recreation, but constitutes a situation where industries have voluntarily assumed the responsibility of conducting activities which should be conducted by the school and the municipality.

There will, however, be times of industrial picnics and carnivals, planned primarily for adults where children's playground activities will be conducted. The committees in charge of picnics where families gather give special thought to the activities of the small child.

This is likewise true in connection with an evening jinks given by various industries. Where possible, certain rooms or portions of the buildings are set aside for the children. The Pacific Gas and Electric Company, with headquarters in San Francisco, for years has followed this practice. At the annual company jinks, swings are installed, sand boxes are built, slides are borrowed from some neighborhood playground. All of this equipment is placed in a children's corner. Skilled playground directors are hired to conduct singing and tag games, and to supervise the apparatus during the hours from seven to ten, while the adults are attending the activities in which the children are not interested.

What is usually referred to as industrial recreation, however, is the recreation of the men and women actually employed in the industries. These activities naturally fall under several headings in accordance with the interest of large groups of employees.

Activities for Young Men.

The activities for the young men usually take the form of competitive sports. They are easily organized. There is a deep interest in the activities and they become highly spectacular. This type of activity has its advantages and its disadvantages.

It has its advantages, because competitive sport is a good medium for the establishment of morale in the various branches of industrial plants. There are disadvantages which go with all highly competitive sport. The desire to win becomes very strong. The charge of professionalism, because of paid players, will sooner or later be made and likely substantiated. The employers will become so interested in the advertising value of the game that there will be placed upon the payroll "dummy" employees who are there merely for the purpose of winning games. This danger applies somewhat to basket-ball, but more particularly to baseball. The "semi-professional" ball teams over the country have set the standard for a paid "battery." Many of the industrial leagues have been influenced by this standard and wholesome sport has degenerated into competition between paid players.

The need of some leadership in such cases becomes apparent. This leadership falls upon the shoulders of a trained director of industrial recreation and a sane advisory committee. There is danger ahead if the control of industrial athletics is allowed to pass into the hands of self-appointed promoters in the community who always stand ready to exploit the competitive sports.

Activities for the Mass of Employees.

To meet the needs of all the employees means that the activities must be varied. This applies especially to the employees who have passed the highly competitive age. Activities will here center largely around the family group. Camping and gardening loom large in the recreation of this group during the vacation and after-work hours. Fishing, hunting and golf, and the milder competitive games seem to be the favorite recreation of the men themselves.

There are large numbers of types of sports which arouse great interest and which can be played during the noon hour or during

the hours after work, which are very popular. These noon-hour activities include quoits, horseshoe pitching, trap shooting, target shooting, volley-ball, handball, soft baseball, squash, bowling, both lawn and indoor, darts, shuffle-board, paddle tennis, long-ball, dancing and musical activities.

Evening activities are largely social or athletic. They include dancing, swimming, carnivals, stunt nights, theater parties, pageants, minstrel shows, musicals, indoor track meets, basket-ball, indoor baseball, volley-ball, bowling, etc.

The social recreation evenings where employees and their families come together to participate in social games, social mixers and simple folk dancing are invaluable in the development of the social spirit. This is a valuable part of the industrial program, and should be emphasized. Individual industries should be encouraged to make this part of the program a monthly event.

Foreign Workers.

In industries where there are foreign-born, special care should be taken to find out the types of activities which the employees enjoy. The French are interested largely in running, jumping, cycling, fencing, boxing, wrestling and handball. Boccie, a simple form of bowling, may be considered the Italian national game.

Pelota is very popular among the Basques in Spain and South America. This has possibilities as an industrial recreation activity in the United States. It is one of the varieties of handball. The court is 250 feet long. The game is played with a small, hard ball with grooved wicker rackets or grooved wooden paddles with which the ball is caught and hurled against the wall.

As an introduction of the foreign worker to our games, field sports, wrestling, handball, quoits and bowling are probably the best.

Outing and Camping Activities.

A great variety of outing and camping activities can be encouraged by industries or industrial athletic associations. Practically every industry has some type of yearly get-together of employers and employees. These, as a rule, include wives and children. The outings take the form of picnics, field meets, fairs, carnivals or jinks. Many times they are held twice a year, one being indoor during the winter and the other being outdoor during the summer.

Sports Carnivals.

Where industrial athletic associations are organized many industries participate in a sports carnival. The following indoor sports carnival held in Oakland, California, gives a good example of this type of winter activity:

PROGRAM

8:00 P.M. FEATURE PARADE

Members of the Industrial Athletic Association Participating.

8:30 P.M. VOLLEY-BALL DEMONSTRATION

24 teams participating on 12 different volley-ball courts, men's teams playing simultaneously and women's teams playing simultaneously.

8:50 P.M. BASEBALL DEMONSTRATION

12 teams participating on 6 different diamonds, men's teams playing simultaneously and women's teams playing simultaneously.

9:00 P.M.

9:10 P.M.

9:30 P.M. TUG-O-WAR (Men)

9:40 P.M. BOWLING DEMONSTRATION

20 teams participating on 10 different alleys, men's teams playing simultaneously.

10:00 P.M. RELAY RACES FOR MEN

Shuttle Relay Races for Women

10:20 P.M. BASKET-BALL DEMONSTRATION

Men's teams playing simultaneously and women's teams playing simultaneously.

11:00 P.M. DANCING

Club Houses.

Many industries or industrial athletic associations have established clubs and have built club rooms. These club rooms are used

for various types of activities. They are rest and recreation rooms. Many of them contain cafeterias, gymnasiums, swimming pools and auditoriums. Some of them are in connection with the industries and are used only during the day, while others are removed from the industry and are used primarily for social gatherings at night. In many instances the buildings have been provided by the employer and the activities are organized and sustained by the employees acting through regularly appointed committees.

TIME IN WHICH ACTIVITIES ARE CONDUCTED

Noon Hour.

The industrial recreation movement in many cities started as a series of noontime activities. As a rule, there is fifteen to thirty minutes' recreation time at each noon period which is not used for the purpose of lunching. Recreation facilities near the industries are established. It is essential that the activities be simple, not only because of the limitations of time, but because of the desire of not participating in strenuous activities immediately following lunch. Volley-ball courts or tennis courts may be set up near the factory buildings, or provisions may be made for quoits, horseshoes, bowling, indoor golf, darts, handball, basket-ball, etc.

A branch of the Shredded Wheat Biscuit Company, of Oakland, California, purchased an entire block adjacent to their building to be used by the employees for the purpose of noontime recreation.

Occasionally, short match games are held at the noon period when several industrial institutions are located in the same vicinity. In some instances company automobiles transported teams from one industry to another for noon-period games.

After-Work Hour Games.

Occasionally it is possible to organize activities between the close of the working day and the dinner period; in fact, in some cities this recreation period has proved very popular with the workers. During the summer months this hour lends itself very favorably to volley-ball and basket-ball tournaments. Five-thirty, also affords an excellent hour for committee meetings within the plant or central athletic association committee meetings.

Evening Period.

At the evening period is an excellent time in which many types of activities can be organized. The evening program may be as

varied as the interests of the employees and the evening facilities which may be commanded.

The Vacation Period.

The vacation period has lent itself very profitably to the industrial recreation program. Where there are city municipal camps, as in many parts of the West, employees of the various industries have taken their vacations together at camp. Other institutions conduct their own camps. This is notably true of many of the eastern industries. The Rogers Peet firm of New York City maintains a camp for its employees in the Palisades Interstate Park. Likewise, the New York Life Insurance Company of New York City maintains two camps, one for women employees and another for single men and married men and their families.

Charges for board and lodging are kept at a minimum. The New York Life Insurance Company charges a flat rate of $1.00 per person a day. For a number of years the American Telephone & Telegraph Company of New York City has planned vacation tours for its employees.

The Playground and Recreation Association of America maintains a Vacation Service Bureau (see page 365). The bureau serves the various industries for a nominal fee. The bureau sends representatives out to inspect vacation places within easy reach of New York City and makes recommendations to employers and employees as to suitable vacation places. There exist many opportunities to make this vacation period more pleasant and economical to the employee.

Should Affiliate with the Community.

The industrial recreation program should not be set aside as a thing apart in any community. It should be considered as merely one of the administrative arms of a city recreation department. Wherever possible, the industrial recreation association should use city athletic fields, city swimming pools, golf courts and summer camps as a part of their regular facilities. Even the use of the city facilities should not deter industries from providing some facilities near the plant.

TESTING THE RESULTS

The superintendent of recreation should from time to time test the results of the industrial recreation program. The following

letters were sent out and answers received in testing the results in one city:

Letter to the Employees.

My dear ———

You are more or less familiar with the activities of the Industrial Athletic League for the past several years and also with the cooperation which the Recreation Department has given to this organization.

The Recreation Department is formulating a policy for several years looking into the future and would like to get your very frank reactions in regard to the benefits to be derived from the organization of games, tournaments, picnics, dances, sport carnivals and other activities within the various industrial groups.

Have you personally enjoyed the recreational activities as conducted by the Recreation Department?

Have your friends and associates benefited by them? I should be glad for a very frank answer from you.

Sincerely,

Superintendent of Recreation.

Type of Answers from Employees.

1. *"Not only have I enjoyed* the various activities but my friends have enjoyed the games, dances, and hikes so well organized by —— careful supervision."
2. *"Just think* what an empty world this would be for some of us if we had no basket-ball, no volley-ball, baseball, no rowing—there would certainly be a great many less good sports too."

   "There isn't any more that I can write, but my mind and body certainly are in a much better condition today than they were four years ago, and all because of our recreation work in ——."
3. *"I must* say that the girls and boys certainly enjoy going over to the beautiful . . . park and playing tennis, volley-ball and horseshoes. I think it wonderful of the different industries to let their help get the recreation, as it certainly does them a world of good. Thanking you very kindly."
4. *"As I am in charge* of the various teams, I usually get the sentiment of the players. I have never heard a single criticism against recreation, but I have heard thousands of compliments. Just the other day I heard a girl remark: 'What would we do without our noon-day volley-ball?'"
5. *"Yes and again Yes!* is the only answer possible for the circular letter sent out on the seventh by you."
6. *"I have no hesitation* in saying that our activities with the assistance given by your department have been of great benefit in every way. Our

people are too much given to group association—like to call themselves 'winders'—'sealers'—'exhausters'—'finishers'—rather a tendency to associate with the young folks in their own particular kind of employment, which does not tend to broaden their minds nor complete their understanding.

"The general mix-up of a basket-ball game—volley-ball—a good rowing crew—a hike—nothing can take the place of these things and a regular teacher umpire and friend like—for instance in attendance, just friendly enough to be acceptable, just strange enough to be listened to with respect and obedience—gives a sort of academic importance to their activities, very necessary, beneficial and desirable."

Letter to Employer.

For the past several years the Recreation Department of the City of ———— has been working with the management of a number of commercial plants in connection with the recreation problems of their employees.

The Department has worked primarily with the Industrial Athletic Association of Greater ———— and the Girls' Auxiliary to this Association. While this organization is officered entirely by men and women of the industries, the Department has given assistance from time to time.

As Superintendent of the Recreation Department, I am extremely interested in knowing, first-hand, whether or not the efforts of the Department are functioning in a wholesome way. In line with this, I would like to ask you personally the following three questions:

1. *Have the efforts expended* in the Industrial Athletic Association and the Girls' Auxiliary been of benefit to your institution as a whole?
2. *Have your employees been guided* in a more wholesome use of their leisure time?
3. *Would you advise* the continuation or extension of the efforts along the lines of service indicated on the enclosed sheet?

Sincerely yours,

Superintendent of Recreation.

Type of Answers from Employers.

1. *"I wish to say* that I am very much pleased with the results of the work of the Industrial Athletic Association."
2. *"I am heartily in favor* of the continuation of the Industrial Athletic Association and feel the cooperation extended by the City Recreation Department well worth the effort when the benefits derived by the employee and employer are considered."
3. *"For several years* past I have been working with ——— of your department in connection with recreation at ——— Plant, and for the benefits derived from the efforts put forth there is much to be said."
4. *"The benefits* that come of this constructive kind of work and play

are so many and so varied and so hard to measure and so far-reaching that it is difficult to measure in any way. But to consider the institution as a whole, I would say again that our gain has been great and at this time I believe that to be without a department of this kind would be a great mistake. The institution as a whole would suffer as well as the individual.

"I would most certainly advise the continuation of this work with ——— at the helm; any other arrangement would be unthinkable."

5. *"In conclusion,* I feel very strongly that the Recreation Department's activities in the industrial field are most helpful and beneficial, and would be sorry to see any curtailment thereof. On the other hand, I hope that they will expand to embrace more industries as time goes on.

"Both ———, Personnel Director, and myself are of the opinion that the efforts being expended in the Industrial Athletic Association and the Girls' Auxiliary will be of considerable benefit to this institution."

6. *"Interest in recreational work* in this plant dates from February 10, and in direct reply to your questions can state:

"There has been a considerable increase in good fellowship among both male and female employees since that time.

"We most certainly feel that the continuance and extension of these activities is desirable and, in fact, imperative."

7. *"To give workers* clean, wholesome recreation is not only a problem of the employer, but it is a community problem. A real live city government realizes that the prosperity of a city is dependent upon its industries. Therefore, it takes steps to promote industrial harmony. Nothing harms a city's prosperity more than numerous strikes, and the best preventive for a strike is plenty of organized recreation for workers."

8. *"Through cooperation with employers* in forming a program of industrial recreation, the ——— Recreation Department, employers, employees, and the public, labor turnover has decreased to a great degree. By lending its community houses, playgrounds, school gymnasiums and the services of a paid executive, the city offers inducements to other industries to establish plants in the city, and employees feel better toward the public when they know that people have an interest in their activities."

9. *"Impartiality characterizes* such an organization as the Industrial Athletic Association of Greater ——— when it is backed by the city. Employees are always suspicious of a movement started by their employers, but when the Recreation Department takes the initial steps in providing a recreation program for industrial workers, the workers then feel it is a movement which it is to their own interest to support."

LEISURE-TIME PROGRAM IS BROADENING

This leisure-time movement on the part of the workers is by no means confined to sports. It is being constantly broadened to

include the various types of intellectual and cultural recreation. Evidence of this is seen in the instructive work that is being carried out by the American Federation of Labor and its various units over the country.

The American Association for Adult Education is promoting a constructive program. Industrial workers are taking advantage of this in many communities.

The Workers' Education Bureau is also promoting adult education with special emphasis upon the needs of the industrial workers. (For address of these organizations see page 537.)

INDUSTRIAL RECREATION MOVEMENT IS INTERNATIONAL

The leisure-time movement is rapidly spreading (see page 51). With this spread is going a movement from the workers themselves for a wholesome use of this leisure time. The European labor sport organizations are spreading rapidly.

"Representatives of the labor sport groups in eight countries reported at a meeting of technical experts and the Bureau of the International Workers Association for Sports and Physical Culture, held recently in Leipsic, that in some countries (especially Austria, Germany, Belgium and Switzerland), the sporting societies backed by labor unions and the Socialist parties have become serious competitors with the old-line athletic organizations. Gains in membership are reported everywhere, and it appears that the total number of young workers affiliated with the Association is close to 2,000,000.

"President Bridoux and Secretary Jules de Vlieger, both Belgians, express great confidence in the future of the labor sports movement. The technical men and the Bureau have begun preparations for the next congress, which will be held in Helsingfors, Finland, in August, and for the second Labor Olympiad, scheduled for 1931, full of hope that both events will surpass anything of the sort yet held."

(Quoted from the *New York Times,* February 13, 1927.)

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CHAPTER XXX

THE SERVICE BUREAU

This type of service is relatively new as a municipal function. It has, however, many precedents in private commercial life.

Information bureaus are located in all of our large depots. In many places there is the "Ask Mr. Foster" stand. In like manner, the recreation department should broadcast to the city, "Ask us anything." Many times the recreation department may not be able to answer the questions, but upon analysis one would be more or less surprised to know that a great majority of the questions can be answered to the advantage of the community.

The theory of the bureau is that there should be one central place in every community where there would be concentrated all of the available information in regard to the play and recreation activities and facilities in that entire community and the surrounding country.

In no place in the city can the service bureau be handled so well as in the recreation department. This department represents all the people of a city, regardless of how they are stratified by political, religious or other issues. The recreation department can serve all. (See page 151.)

Let us see how this service can be rendered.

SHOULD HELP THE HOME

A recreation department should be ready to give maximum service to the home. Pamphlets on the backyard playground should be available at all times. Speakers should be ready to go to civic clubs, improvement associations and parent-teachers' clubs to inform them of the value of the right type of play for their children, as well as to inform them as to the dangers of street play.

These talks should be reenforced by the use of stereopticon slides and moving-picture reels. The home would welcome such types of information as "What kinds of games can we play at Susie's party?"; "How can I obtain instructions in regard to teach-

ing the children some crêpe-paper activities so that they can make favors for their party?"; "How can I equip a play-room?"; "What are the best types of toys for children?"; "Where can I get a sand box?"; "How can I keep the sand clean?" There is no limit to the service that can be rendered to the home. All these problems should be thought out and an answer should be ready.

It is obvious that no one person can answer all the questions. The recreation department, however, should adopt the policy of the reference librarian. If you do not know what the answer is, you should know where to find the answer.

THE SCHOOL-AGE GROUP

Many references have been made to the service that can be rendered to the school. Schools with inadequate yards should have the area supplemented by additional space purchased for playgrounds and parks. Municipal auditoriums may be used for school tournaments, or the municipal playground for the use of school league games. Any type of activity may be administered on the recreation department property in which the school supervises the activities. With the school assuming the responsibility of the organization of activities, the recreation department is free to organize activities for the home and community group. (See page 160.)

Schools may be loaned costumes and stage scenery for school plays from the costume rooms. (See page 406.) Lists of plays may be available for school groups for various patriotic and civic celebrations. (See page 393.)

COMMUNITY GROUPS

It is in the community field that the greatest service will be rendered, because of the great variety of demands. The service is greatly needed here because of the helplessness of the masses. (See page 347.) In the community there are hundreds of self-organized groups. (See page 348.) The individuals in this group have provided themselves with suits, athletic equipment and officials. In many instances they have actually arranged schedules. All they want from the recreation department is a place in which to play.

No phase of the recreation program can be handled so economically as this. Community groups are paying their way. This

especially applies to basket-ball and baseball teams. The service here constitutes finding places for these people to play and granting them permission through regular established permit methods.

An excellent service can be rendered in providing lists of vacation places. Many industries, factories, and shops are inquiring where reasonable priced vacation places may be gotten for their employees. (See page 378.)

Vacation service bureaus are organized in many cities, patterned after the bureau established by the Playground and Recreation Association of America.

This bureau investigates and recommends vacation places. The service has been of great value to the community, especially to people with limited means. This involves an inspection of vacation places and a classification of them relative to costs and recreation facilities available.

This service may be made self-sustaining—a minimum charge being made to the various industries or individuals caring to make use of the service. In New York City, for example, large institutions such as the Telephone and Telegraph Company use the national service bureau for recommendation of vacation places for their employees.

There will be an increasing demand for picnic grounds and fireplaces. These groups will vary in size from a small family to the hundreds on a Sunday School picnic. The picnic and fireplace grounds should be available to the community on a permit basis.

A playground kit consisting of balls, bats, nets, etc., should be made available to various groups within the city for picnic purposes. A deposit may be made for the safe return of the goods, in order to safeguard the city.

A list of hikes may be kept, so that people unfamiliar with the country may enjoy this form of recreation.

At many of the factories and shops those in charge of picnics will want a special director to handle the games of the children. In many instances they are willing to pay for that director. It is probable that if the group is large enough, the recreation department could send a paid worker. However, an available list should be kept of people who are capable of handling this type of activity.

Visiting conventions always plan for at least a half-day of recreation. It should be the recreation department that could give at a moment's notice the types of opportunities which would be available, and help to organize them.

There is a constant demand for speakers on questions of growth and development of the child. A speaker's list should always be available.

Adequate facilities for the answering of all questions should be arranged. These questions which are most often asked should be familiar to the girl who answers the telephone. By her desk should be blueprints, maps, charts, lists of activities, lists of picnic grounds, fireplaces, gymnasiums and baseball fields, and she should be able to immediately answer the questions.

There is no satisfaction in being told: "I will tell Mr. So-and-So about your request, and he will call you up in a few days." When people want information they want it right away, and that is the time to give it to them. "ASK THE RECREATION DEPARTMENT ANYTHING" should be the motto.

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CHAPTER XXXI

KEEPING THE PUBLIC INFORMED

Many recreation executives have taken the viewpoint that they are responsible merely for the proper conduct of their department. They say in inference, "I will do my work well. Let the public find out about it as best they can." There are many reasons for such an attitude; not the least of which is the unwillingness of superintendents to continuously push themselves and their work before the public.

This, however, may be obviated by constantly keeping before the public the department and not personalities. If the name of the department is The Recreation Department, that should be the trade-mark. Names of individuals should be eliminated, except as they are incidentally tied up to the departmental activities.

If the superintendent is aggressive and frequently gives talks before civic organizations, it will be impossible to hold his name in the background, as in many instances reporters will cover the meeting and quote directly from the talk of the superintendent. However, all material which is prepared in the office for the purpose of release to newspapers should be prepared impersonally.

The story is told that during the World War immense billboards in England carried posters "Join Kitchener's Army." There was great difficulty in getting people to act upon this slogan. It was "Kitchener's Army." Later on, these posters were replaced with "Join England's Army." This made the situation different. It was England's army and not the army of any particular individual. In like manner, it should be the recreation department which offers service in this way or that, and not any individual.

Publicity Versus Promotion.

Keeping the public informed is not necessarily merely promotional activity. The recreation department will in the long run probably not profit by the press agent method. Occasionally a human interest story will be of value, but too many catchy stories

may shake the confidence of the people in substantial activities which are being conducted.

Much promotion in the minds of the people is associated with the boosting of a particular commercial product which may or may not be of great value. The promotion method, therefore, is not primarily the publicity method.

Publicity Versus Advertising.

Advertising has become associated today primarily with business methods, or as we express it with "paid space" in the newspapers. It has, of course, a large element of promotion in it. It is undoubtedly a valuable method to use in putting before the public a new breakfast food, a soap, or a type of automobile, but probably in the long run will not be the method of keeping the public informed as to the service which the recreation department is prepared to perform.

Publicity Should Be Based Upon a Service Rendered.

All methods of publicity, whether of the promotion or the advertising type, have as their objective the making of friends for a particular product or service. In the long run this making of friends can be based upon just one element; namely, true worth. In the end "above all things, truth beareth away the victory." An advertising authority is credited with saying that he can guarantee a return of $150,000 to the manufacturer of anything if the man will put $100,000 into advertising. But the key sentence follows—"after this the article must make its way on its merits." The inference is clear. Temporary interest can be developed through publicity. Lasting interest must be developed through service.

A recreation department is upon exactly the same basis from this standpoint as is a restaurant, a garage, or a retail shop. The best publicity is that which comes from word of mouth. "I was over at such and such a restaurant and had a good cup of coffee." "I was at such and such a garage and they do good work." Such institutions will grow.

The recreation department which delivers service will grow in just the same way. "My children attended such and such playground. It has been a real education for them"; or, "I went to the May Day dances, which were an inspiration"; or, "I spent two weeks at the municipal camp. It is a wonderful place."

Over the time-span of one generation, service only can determine the right of any department or any municipal activity to exist. What will the boy and girl who are on the playground today do twenty years from now when they stand in the ballot-box by themselves with a bond issue for playgrounds before them? They may now have children of their own, and they will think back to their own childhood and say, "I wouldn't have my child miss that experience"; or, "It's of little value."

TYPES OF WORTH-WHILE PUBLICITY

In any large community there will probably be many types of publicity which will prove of value. None of these should be overlooked, especially in the early days of activities.

Newspapers.

The local newspaper constitutes one of the most important channels for publicity. Where a public good is involved, especially the good of children, newspapers are very glad to give assistance. City editors as a rule do not give playground news the acid test which they give to other types of news. In other words, many news items relative to playground activities will get their OK when similar items of other departments would not.

There are two types of newspaper stories, and these should be kept distinct in the mind of the superintendent of recreation.

1. *Current News Items.*—A current news story is a brief account of an event which is going to happen or has happened on the day of the publication of the newspaper. In order that this story should be covered, it is necessary that an account of it be in the hands of the newspaper the day before the event. Of course if the attraction is of sufficient importance, involving thousands of people, papers will send special reporters to cover the event. This, however, will not often be the case. This type of news item should have some very definite characteristics. It was Kipling who said:

> "I keep six honest serving men,
> (They taught me all I knew):—
> Their names are What and Why and When
> And How and Where and Who."

This simply means that the story must contain

a. What is going to happen.
b. When is it going to happen?

c. Where is it going to happen?
d. What is the purpose of the happening?
e. Who says it is going to happen?
f. Who is involved in the happening?
g. Any further details about the happening.

This type of a news item should deal primarily with facts. Opinions that you may have in regard to the whole situation should be kept out. If this opinion is not kept out, it will probably be cut out by the newspaper people, as it is called "editorializing." News items of this type are very valuable in that they give advance reports relative to community activities, especially in the field of the drama, music and dance. Such items also report the results of leagues and tournaments. A daily rapid-fire printing of such items keeps the public informed relative to the variety of events taking place

2. *The Feature Story.*—In contrast to the daily news item there is the feature story which is valuable regardless of time. This has been characterized by some writers as "reservoir material" in contrast to the current material discussed in the above paragraph.

The recreation department should at all times have ready a number of such items. They should be written up in an attractive way. If facts are used, comparison should be made with similar facts of the year before, so that they are seen in contrast. Such feature articles should be accompanied by pictures which would tell part of the story to those who are eye-minded—which includes practically everyone.

Such stories are used primarily by the newspapers on Sundays or occasionally on Mondays as well as in connection with annual editions. Feature stories for Sunday should be ready on Tuesday of the previous week. This article will be very much longer than the current news item and considerable space will be allowed by most newspapers for the discussion of reasons and theories, which gives the writer considerable editorial leeway.

Pictures.

The use of pictures has been much discussed in connection with current news items and feature stories. Additional words should be said in regard to the type of pictures. Pictures should tell a story which is associated with the accompanying news, and wherever possible it should be a group picture. Many newspapers do not want group pictures, and they are much more difficult to obtain

than is an individual picture. However, properly obtained, the group picture interests a larger number of people in the paper and thus becomes an asset, not only to the story but to the newspaper publisher.

In order to procure such pictures, it is practically always necessary for the department to take its own pictures. In this case the plates should be preserved, and filed under proper captions, and a copy of the best pictures preserved in the permanent records of the department. That makes it possible at any future date to reproduce the picture, and good pictures are used over and over again.

Slides.

One method of bringing these pictures before the people is to have them reproduced upon stereopticon slides. A small hand stereopticon machine, together with the slides, can be carried from place to place at time of talks and lectures. A much more vivid story is told to a mother's club or an improvement association if such slides can be used.

Moving Pictures.

The same situation that exists in connection with slides as set forth in the former paragraph holds even more true in connection with moving-picture reels. A whole story can be told by a well-produced reel. Reels covering such children's activities as may not come under the observation of the general public would be most valuable. Reels in connection with summer camping, or in connection with play days or track meets, would carry a valuable story. Reels illustrating the danger of street play and the ease by which backyards may be equipped for the child's play are always usable.

Publications.

Bulletins which are prepared in an attractive manner will be found very helpful in telling the story of the recreation department. These bulletins should be highly informational, but they should be prepared in a compact, neat and attractive manner. Few people read long tables of statistics, or hunt through many pages for a few simple facts.

Bulletins should be specific in that an attempt should be made to tell certain things. The bulletins should be illustrated. The

bulletins should be usable to the people in the city who pay for them, and should not be primarily for national advertising. A usable bulletin should contain information which people want to get, such as the number of playgrounds, their location and equipment; location of tennis courts, hours in which they may be used; location of golf courses; methods of obtaining permits for baseball fields, basketball courts, etc. A few statistics may be added, but most of the material should be informational.

Specific bulletins on camps, backyard playground, music, drama, hiking, handcraft, story-telling, etc., might be issued from time to time with great value.

Personal Contact.

Personal contact is, of course, the most valuable type of publicity. This naturally falls under two different groups.

1. *The Individual Contact.*—The individual contact is made in connection with the routine activities of the day. A father or a mother visits the playground. A mother calls the playground office for information. This contact may be made in person or over the telephone. Whoever makes the contact, whether it is the telephone girl in the office or the newly-hired director on the playground, whatever the contact is, it stands in the mind of the individual as representing the entire department. If the telephone operator has been harsh over the telephone or if the playground director on the ground has not been courteous, the entire department is thus characterized in the mind of that individual.

2. *Group Contacts.*—Group contacts are made where individuals appear before civic associations, improvement clubs, and other community groups. This type of contact will have to carried on largely by the superintendent and his immediate staff. Public speaking is by no means easy. The public want facts but they want them dressed up and displayed in a new and attractive manner. The public want the facts to be tied up to some human values so that they can see meaning of the relationship.

CONTACTING THE PUBLIC

A department when well established will get sufficient invitations to clubs and organizations to tell them about the activities of the department. However, from time to time it may be necessary to send to a selected list of important groups in the city, bul-

letins, pamphlets, and letters calling attention to the activities of the department. The following type of letter has been used with great success:

.....

.....

I am enclosing one of the recent bulletins from the Recreation Department of our city in order that you may be familiar with its activities.

We should be very glad if you would bring this to the attention of the club which you represent.

The department has a number of stereopticon slides showing some of the activities of the department; also a number of moving-picture reels in connection with track meets and play days and the general playground activities.

At any time you desire, members of the department will be glad to come to you and tell about our plans for the children or the adults of the community. These speakers can bring with them either the slides or the reels, together with a machine by which they may be shown.

The department has as its one aim the providing of wholesome, healthful play for all the children and the stimulating and guiding of older children and adults in the use of leisure time.

Yours very sincerely,

.....

Superintendent of Recreation.

SUPERINTENDENT AND STAFF SHOULD AFFILIATE WITH THE COMMUNITY

The superintendent and his staff should become a part of the community. They should take their place on committees and in connection with its work. If there are festivals or pageants which the community is giving as a community project, the superintendent and his staff should be leaders in such movements. They should give evidence that they are good followers when other groups in the community take the lead. It is only by being good followers that they will make good leaders.

THE SURE WAY

Francis Bacon said, "Fortune sells many things to the hasty which she gives to the slow." The sure way is many times the slow way. Old attitudes and prejudices can not be changed over night. Education is a slow process. A person in an administrative position can not be continually pulling up the stalk of corn to see whether or not it is growing. The product can be tested only in cycles of decades or centuries.

The superintendent can be sure that the service which he is rendering has permanent value only as tested in the lives of the people of the community. If the laughter of little children fills the city and the people are joyous in the use of their leisure time, all is well and little publicity will be needed.

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APPENDICES

APPENDIX I

LEGISLATIVE ACT OF ILLINOIS WHICH TRANSFERRED PLAYGROUNDS ON SCHOOL PROPERTY FROM MUNICIPAL OPERATION TO BOARD OF EDUCATION ADMINISTRATION

PLAYGROUNDS IN CERTAIN CITIES

AN ACT entitled "An Act to provide for the control, maintenance and operation of playgrounds by boards of education in cities having a population exceeding 100,000 inhabitants."

Section 1.—Be it enacted by the People of the State of Illinois, represented in the General Assembly: That the Board of Education in any city having a population exceeding 100,000 inhabitants shall take control and management of all public playgounds now owned or hereafter acquired by any such city, which are adjacent to or connected with any public school in such city and shall equip, maintain and operate the same for the moral, intellectual and physical welfare of the children and persons using them; the title to all lands occupied as such playgrounds shall vest in and be held by such city in trust for the use of schools: Provided, however, that nothing herein contained shall prevent any such city from owning and operating parks, bathing beaches, municipal piers and athletic fields as is now or may hereafter be provided by law.

Section 2.—The city council of any such city shall, upon the demand and under the direction of such board of education annually levy, in addition to the amount of money now authorized to be raised by taxation, a sum not exceeding three-tenths of one mill on each dollar of taxable property embraced within such city, according to valuation of the same as made for the purpose of State and county taxation by the last assessment, which tax shall be collected and paid over to such board of education the same as other taxes are now required to be collected and paid, and which taxes when so collected and paid shall be held in a separate fund for the purpose of equipping, maintaining and operating playgrounds under the control of such board of education: Provided, however, that the tax herein authorized to be levied shall not be subject to any reduction through any scaling process required by any law.

Approved June 28, 1921.

APPENDIX II

WEST VIRGINIA BILL AUTHORIZING CITIES, TOWNS, COUNTIES, INDEPENDENT SCHOOL DISTRICTS, AND SCHOOL DISTRICTS TO ESTABLISH AND CONDUCT SYSTEMS OF PUBLIC RECREATION AND PLAYGROUNDS

Section 1.—That any city, town, county, independent school district or school district may establish and conduct a system of public recreation and playgrounds; may set apart for such use any land or buildings owned or leased by it; may acquire land, buildings, and other recreational facilities by gift, purchase, lease, condemnation, bond issue, or otherwise, and equip and conduct the same; may employ a director of recreation and assistants; may expand funds for the aforesaid purposes.

Section 2.—The governing authorities establishing such system may conduct the same through a department or bureau of recreation, or may delegate the conduct thereof to a recreation board created by them or to a school board or to any other appropriate exsiting board or commission. If they shall decide to delegate the conduct to a recreation board, the board shall consist of five persons including representation from the school board, and shall be appointed by the governing body to serve for a term of five years, or until their successors are appointed, except that the members of such board first appointed shall be appointed for such terms that the term of one member shall expire annually thereafter. Vacancies in such board occurring otherwise than by expiration of term shall be for the unexpired term and shall be filled in the same manner as original appointments. Members of such board shall serve without pay.

Section 3.—Any two or more cities, towns, counties, independent school districts or school districts may jointly establish and conduct such a system of recreation and playgrounds and may exercise all the powers given by this act.

Section 4.—Any city, town, county, independent school district, or school district may levy annually for this purpose and in the manner provided by law for other levies and in addition to all such levies, a tax not to exceed three cents on each one hundred dollars of all the real and personal property as listed for taxation.

Section 5.—Whenever a petition signed by legal voters of any one of the above-mentioned governmental divisions, equal to twenty per cent of the votes polled at the last general election, if in a county for governor, in a city or town for mayor, or council, or in a school district for members of the board of education as the case may be, shall be filed at least thirty days prior to any general or special election, in the office of the clerk or other recording officer, the authorities shall submit to the voters at the said election the question of the establishment and conduct of a system of public recreation and playgrounds. Such petition shall request the said authorities to establish and conduct a system of public recreation and playgrounds, if there be no such system or for the maintenance of an existing recreation system, and to levy a specified tax, annually, for the maintenance thereof, provided that such tax shall not exceed three cents on each one hundred dollars of the assessed valuation of property subject to local taxation. The aforesaid question may also be submitted at any such election by the said local authorities on their own motion, their resolution specifying the tax to be voted on. The election when ordered shall be conducted in all respects as other elections; and the ballot shall have thereon under the heading "public recreation question" the words:

For public recreation and playgrounds.

Against public recreation and playgrounds.

Section 6.—When such proposition is adopted by a majority of the qualified voters, voting on such proposition, the governing authorities shall provide for the establishment and conduct of a system of recreation and playgrounds, shall designate the body or department to be voted with the power and duties necessary to the conduct thereof, and shall provide for the levy and collection of said tax; but such tax shall be in addition to and exclusive of all other taxes, such governmental division may levy and collect.

Section 7.—Any governmental division can alter or repeal this special tax in the same manner in which it created this tax.

Section 8.—The provisions of this act shall not in any wise appeal, affect or limit the powers and provisions heretofore or hereafter granted to any city, town, district, county, independent school district or school district under the provisions of any charter or by any special act or acts of the legislature, to establish, maintain and conduct parks and public recreation and playgrounds.

Passed and signed by the Governor April 3, 1925.

APPENDIX III

NEW YORK STATE LAW GRANTING AUTHORITY TO CITIES AND COUNTIES TO EQUIP AND OPERATE PLAYGROUNDS

GENERAL MUNICIPAL LAW—Bird's-eye Annotated Statutes Ed. 1921–23

Application of Article.—This article shall apply to cities of the second and third class, to any county except Erie outside of the city of New York, and to towns and villages. The term "municipality," as used in this chapter, includes only a city of the second and third class, any county except Erie outside the city of New York, a town and a village. (Added by L. 1917, Ch. 215—amended by L. 1922, Ch. 391.)

Dedication or Acquisition of Land or Buildings for Playgrounds or Neighborhood Recreation Centers.—The board of estimate and apportionment of a city, or if there be no such board, the common council, board of aldermen or corresponding legislative body, or the governing board of any county outside of the city of New York, or of a town or village, may designate and set apart for use of playgrounds or neighborhood recreation centers any land or building owned by such municipality and not dedicated or devoted to another inconsistent public use; or such municipality may, with the approval of such local authorities and in such manner as may be authorized or provided by law for the acquisition of land for public purposes in such municipality, acquire lands in such municipality for playgrounds or neighborhood recreation centers, or if there be no law authorizing such acquisition, the board of estimate and apportionment of such city, or if there be no such board, the common council, board of aldermen or corresponding legislative body, or the governing board of any such county, town or village, may acquire land for such purpose by gift, private purchase or by condemnation, or may lease lands or buildings in such municipality for temporary use for such purposes. (Added by L. 1917, Ch. 215 and amended by L. 1922, Ch. 391.)

Administration, Equipment and Operation.—The authority to establish and maintain playgrounds and neighborhood recreation centers may be vested in the *school board*, *park*, *board*, *or other existing body or in a recreation commission* as the board of estimate and apportionment, common council, board of aldermen or corresponding legislative body, or the governing board of any such county, town or village, shall determine. The local authorities of such municipality designated to equip, operate and maintain playgrounds and neighborhood recreation centers as authorized by this article, may equip such playgrounds and recreation centers, and the buildings thereon, and may construct, maintain and operate in connection therewith public baths and swimming pools. Such local authorities may, for the purpose of carrying out the object of such playgrounds or recreation centers, employ play leaders, playground directors, supervisors, recreation secretary, superintendent or such other officers or employees as they deem proper. (Added by L. 1917, Ch. 215 and amended by L. 1922, Ch. 391.)

Recreation Commission.—If the board of estimate and apportionment, or if there be no such board, the common council, board of aldermen, or corresponding legislative body, or the governing board of any such county, town or village shall determine that the power to equip, operate and maintain playgrounds and recreation centers shall be exercised by a recreation commission, they may, by resolution, establish in such municipality a recreation commission, which shall possess all the powers and be subject to all the responsibilities of local authorities under this article. Such a commission, if established, shall consist of five persons who are residents of such municipality, to be appointed by the mayor of such city

or the governing board of such county, town or village to serve for terms of five years or until their successors are appointed, except that the members of such commission first appointed shall be appointed for such terms that the term of one commissioner shall expire annually thereafter. If pursuant to this section a recreation commission be established in a city, the board or body establishing such commission may, by resolution, provide that the president of the board of education and the president of the park board of such city, or officers having corresponding functions, shall be ex-officio members of the commission except that in a city of the second class, located in a county having a population of not less than two hundred thousand or more than two hundred and fifty thousand, the mayor may appoint any two residents of the city members of such recreation commission in lieu of the above-mentioned ex-officio members. Members of such commission shall serve without pay. Vacancies in such commission occurring otherwise than by expiration of term shall be for the unexpired term and shall be filled in the same manner as original appointments. (Added by L. 1917, Ch. 215, amended by L. 1920, Ch. 615, L. 1921, Ch. 186 and L. 1922, Ch. 391.)

Acceptance of Donations.—A recreation commission or other authority in which is vested the power to equip, operate and maintain playgrounds and neighborhood recreation centers pursuant to this article may accept any grant or devise of real estate or any gift or bequest of money or other personal property or any donation to be applied prinicpal or income for either temporary or permanent use for playground or recreation purposes, but if the use thereof for such purpose will subject the municipality to expense for improvement, maintenance or renewal, the use of any grant or devise of real estate shall be approved by the board or body establishing such recreation commission or other authority. Money received for such purpose, unless otherwise provided by the terms of the gift or bequest, shall be deposited with the treasurer of the municipality to the account of the recreation commission or other such authority, and the same may be withdrawn and paid out in the same manner as money appropriated for recreation purposes. (Added by L. 1920, Vh. 615 and amended by L. 1922, Ch. 391.)

Joint Playgrounds or Neighborhood Recreation Centers.—Any two or more such municipalities may jointly acquire property for and operate and maintain playgrounds or neighborhood recreation centers. Any school board or district shall have power to join with any such municipality in equipping, operating and maintaining playgrounds and neighborhood recreation centers and may appropriate money therefor. (Added by L. 1922, Ch. 391.)

Proposition for Establishment or Maintenance of Recreation System.—The term "recreation system," as used in this section means playgrounds and neighborhood recreation centers as referred to in this article. The local legislative body of a city or the governing body of any other municipality to which this article is applicable may, and on the petition signed and acknowledged by qualified electors of such municipality in number equal to at least five per centum of the total number of votes cast for governor at the last gubernatorial election in such municipality shall, submit to the electors at a general election held in such municipality a proposition for the establishment and maintenance of a recreation system, if there be no recreation system therein, or for the maintenance of an existing recreation system in such municipality. The proposition shall specify the minimum amount which shall be annually levied and appropriated for maintenance of a recreation system in such municipality, which shall not exceed an amount equal to two mills upon every dollar of the assessed valuation of real and personal property in such municipality on the last preceding assessment-roll. Such petition shall be filed within sixty days and not later than thirty days before such election with the officer or board charged by law with the duty of preparing ballots for such election. The petition may be made upon separate sheets and the signature to each sheet shall be authenticated in the manner provided by section one hundred and thirty-five of the election law, for the authentication of designating petitions. The several sheets so signed and authenticated, when fastened together and offered for filing, shall be deemed to constitute one petition. The proposition shall be in the following form: "Shall the (city, county, town or village) of (naming it) establish a recreation system and annually levy and appropriate for the maintenance of such system not less than dollars?" Or, if such petition be for maintenance only, the proposition shall be in the following form: "Shall

the (city, county, town or village) of (naming it) annually levy and appropriate for the maintenance of its recreation system, not less than dollars?" Such proposition shall be submitted, the vote thereon canvassed and the result declared in the same manner as for other propositions submitted in such municipality. If a proposition for the establishment and maintenance of a system be adopted, jurisdiction and administration thereof shall be vested in such local authority as shall be determined in accordance with section two hundred and forty-two of this chapter, and all the provisions of this article shall be applicable thereto. If either of such propositions be adopted, an amount not less than that specified therein for the maintenance of a recreation system in such municipality shall be annually levied by the officer, board or body thereof charged with the duty of levying taxes therein, and shall be annually appropriated for the maintenance of the recreation system of such municipality. (Added by L. 1924, Ch. 291.)

Expenses Incurred under Article.—All expenses incurred under this article coming within the annual appropriation therefor (as provided in section two hundred and forty-six of this article) shall be a charge against the municipality incurring the same, payable from the current funds of such municipality; but the local authorities may provide that the bonds of such municipality may be issued in the manner provided by law for the acquisition of lands or buildings for playgrounds or neighborhood recreation centers, subject, however, to the adoption of a proposition therefor at a municipal election, if the adoption of such a proposition is a pre-requisite to the issuance of bonds of such municipality for public purposes generally. (Added by L. 1917, Ch. 215, amended by L. 1922, Ch, 391.)

Annual Appropriation.—The local authorities of a municipality having power to appropriate money therein may annually appropriate and cause to be raised by taxation in such municipality a sum sufficient to carry out the provisions of this article. (Added by L. 1917, Ch. 215 and amended by L. 1922, Ch. 391.)

APPENDIX IV

FLORIDA LAW EMPOWERING CITIES, TOWNS, AND COUNTIES TO EQUIP AND OPERATE PLAYGROUND AND RECREATION CENTERS

Section 1.—This Act shall apply to all cities, towns and counties of the State of Florida. The term "such municipality or county" as used in this Act refers to and means any city, town or county of the State of Florida.

Section 2.—The governing body of any such municipality or county may dedicate and set apart for use as playgrounds, recreation centers and other recreation purposes, any lands or buildings, or both owned or leased by such municipality or county and not dedicated or devoted to another or inconsistent public use; and such municipality or county, may, in such manner as may now or hereafter be authorized or provided by law for the acquisition of lands or buildings for public purposes by such municipality or county, acquire or lease lands or buildings, or both, within or beyond the corporate limits of such municipality or county, for playgrounds, recreation centers and other recreational purposes, and when the governing body of the municipality or county, so dedicates, sets apart, acquires or leases lands or buildings for such purposes, it may on its own initiative, provide for their conduct, equipment and maintenance according to provisions of this Act, by making an appropriation from the general municipal or county funds.

Section 3.—The governing body of any such municipality or county may establish a system of supervised recreation and it may, by resolution or ordinance, vest the power to provide, maintain and conduct playgrounds, recreation centers and other recreational activities and facilities in the school board, park board, or other existing body or in a playground and recreation board as the governing body may determine. Any board so designated shall have the power to maintain and equip playgrounds, recreation centers and the buildings thereon, and it may, for the purpose of carrying out the provisions of this Act, employ play leaders, playground directors, supervisors, recreation superintendents or such other officers or employees as they deem proper.

Section 4.—If the governing body of any such municipality or county shall determine that the power to provide, establish, conduct and maintain a recreation system as aforesaid shall be exercised by a playground and recreation board, such governing body shall, by resolution or ordinance, establish in such municipality or county a playground and recreation board which shall possess all the powers and be subject to all the responsibilities of local authorities under this Act. Such Board, when established, shall consist of five persons serving without pay, to be appointed by the Mayor or presiding officer of such municipality or county. The term of office shall be for five years, or until their successors are appointed and qualified, except that the members of such board first appointed shall be appointed for such terms that the term of one member shall expire annually thereafter. Immediately after their appointment, they shall meet and organize by electing one of their members president and such other officers as may be necessary; vacancies in such boards occurring otherwise than by expiration of term shall be filled by the mayor or presiding officer of the governing body only for the unexpired term.

Section 5.—Any two or more municipalities or counties may jointly provide, establish, maintain and conduct a recreation system and acquire property for and establish and maintain playgrounds, recreation centers and other recreational facilities and activities. Any school board may join with any municipality in conducting and maintaining a recreation system.

Section 6.—A Playground and Recreation Board or other authority in which is vested the power to provide, establish, maintain and conduct such supervised recreation system may accept any grant or devise of real estate or any gift or bequest of money or other personal property or any donation to be applied, principal or income, for either temporary or permanent use for playgrounds or recreation purposes, but if the acceptance thereof for such purposes will subject such municipality or county to additional expense for improvement, maintenance or removal, the acceptance of any grant or devise of real estate shall be subject to the approval of the governing body of such municipality or county. Money received for such purpose, unless otherwise provided by the terms of the gift or bequest shall be deposited with the treasurer of such municipality or county to the account of the playground and recreation board or commission or other body having charge of such work, and the same may be withdrawn and paid out by such body in the same manner as money appropriated for recreation purposes.

Section 7.—The governing body of such municipality or county may, pursuant to law, provide that the bonds of such municipality or county may be issued in the manner provided by law for the issuance of bonds for other purposes, for the purpose of acquiring lands or buildings for playgrounds, recreation centers and other recreational purposes and for the equipment thereof.

Section 8.—Whenever a petition signed by at least five (5) per cent of the qualified and registered voters in such municipality or county requesting the governing body of such municipality or county to provide, establish, maintain and conduct a supervised recreation system and to levy an annual tax for the conduct and maintenance thereof of not less than one-half of one mill nor more than one mill on each dollar of assessed valuation of all taxable property within the corporate limits or boundaries of such municipality or county, it shall be the duty of the governing body of such municipality or county to cause the question of the establishment, maintenance and conduct of such supervised recreation system to be submitted to the qualified voters who are free holders to be voted upon at the next general or special election of such municipality or county; Provided, however, that such question shall not be voted upon at the next general or special election unless such petition shall have been filed at least thirty days prior to the date of such election.

Section 9.—Upon the adoption of such proposition by a majority of those voting on it at an election, the governing body of such municipality or county shall, by appropriate resolution or ordinance, provide for the establishment, maintenance and conduct of such supervised recreation system as they may deem advisable and practicable to provide and maintain out of the tax money thus voted. And the said governing body may designate, by appropriate resolution or ordinance, the board or commission to be vested with the powers, duties and obligations necessary for the establishment, maintenance and conduct of such recreation system as provided for in this Act.

Section 10.—The governing body of such municipality or county adopting the provisions of this Act at an election and until revoked at an election by a majority of the qualified voters who are freeholders, shall thereafter annually levy and collect a tax of not less than the minimum nor more than the maximum amount set out in the said petition for such election, which tax shall be designated as "Playground and recreation tax" and shall be levied and collected in like manner as the general tax for such municipality or county.

Section 11.—The cost and expense of the establishment, maintenance and conduct of a supervised recreation system of playgrounds, recreation centers and other recreational facilities and activities shall be paid out of taxes or money received for this purpose, and the playground and recreation board or commission, or other authority in which is vested the power to provide, establish, conduct and maintain a supervised recreation system and facilities as aforesaid shall have exclusive control of all moneys collected or donated to the credit of the "Playground and Recreation Fund."

Section 12.—All laws and parts of laws in conflict herewith are hereby repealed, except as they apply to playground and recreation commissions, boards or systems which are now created or which may hereafter be created by special acts of the Legislature.

Section 13.—This Act shall take effect upon its becoming a law.

Passed June, 1925.

APPENDIX V

CONSTITUTION AND BY-LAWS

OF THE

INDUSTRIAL ATHLETIC ASSOCIATION OF GREATER OAKLAND

Name

Article I.—This organization shall be known as the Industrial Athletic Association of Greater Oakland.

Objects

Article II.—The objects of the Association shall be:

1. To bring together Industrial and Mercantile Organizations conducting amateur athletics and other forms of physical activities.
2. To promote sport for sport's sake among the employees.
3. To promote plant recreation.
4. To promote inter-plant team games.
5. To promote athletic meets and tournaments in all seasonal activities.
6. To further the social activities of its members.

Membership

Article III.—Membership in this Association shall consist of Firms within the boundaries of Greater Oakland.

All men and women employees whose Firms are members of the Association shall be active members of the Association as outlined in the By-Laws of this Association.

Government

Article IV.—A. Control of the Association shall be vested in the General Committee. This Committee shall consist of two or more representatives from each Firm, each Firm being allowed two votes only on all matters. Before being entitled to sit on the Committee, such representatives shall present their proper credentials to the Secretary of the Association.

B. An Executive Committee composed of the duly elected officers of this Association together with the Director of Industrial Activities of the City Recreation Department, the President of the Women's Section and one other person to be appointed by the President, shall be empowered to act in the interim between meetings of the General Committee and all actions of the Executive Committee shall be subject to the scrutiny, review and final approval of the General Committee.

C. There shall be an Advisory Committee consisting of from eight to twelve members. The duties of this Committee shall be to act in an advisory capacity to the Executive Committee in all matters pertaining to the welfare of the Association. This Committee shall consist of a Chairman, and any officers they deem necessary.

D. There shall be a Women's Section of this organization consisting of women representing member Firms. The activities of this section are to be governed by the Constitution of the Industrial Athletic Association of Greater Oakland. The officers of this section shall

consist of a President, Vice-President, a Secretary and a Treasurer, to be elected annually by the representatives of this section. The President of this section shall be a member of the Executive Committee.

E. There shall be a Business Committee, Activities Committee, and Publicity and Extension Committee whose duties are as outlined in By-Laws, Section 9.

Officers

Article V.—The officers of the Association shall be a President, a first Vice-President, a second Vice-President, a Secretary and a Treasurer. The officers shall be elected annually and shall hold office for one year or until their successors are elected.

The duties of the President are those provided for in this Constitution and By-Laws and those usually performed by this office.

The duties of the Vice-Presidents are those provided for in this Constitution and By-Laws and those usually performed by this office.

The duties of the Treasurer are those provided for in this Constitution and By-Laws and those usually performed by this office. He shall be ex-officio Secretary of the Business Committee.

The duties of the Secretary are those provided for in this Constitution and By-Laws, and those usually performed by this office. He shall collect and correlate the minutes of all committees.

Meetings

Article VI.—Regular meetings of the Association and all committees shall be held monthly on date provided for in the By-Laws. The regular December meeting shall be the Annual Meeting for the election of officers.

Amendments

Article VII.—This Constitution and By-Laws may be amended at any regular meeting by a two-thirds vote of all the representatives present who are qualified to vote, provided that the proposed amendment has been submitted in writing and read at the previous meeting. Copies shall be mailed to each representative at least ten days prior to the meeting at which this amendment is to be acted upon.

BY-LAWS

Admission to Membership

Section 1.—*A.* Any Firm eligible to membership may be admitted to the Association by a two-thirds vote of members of the Business Committee present and voting at any regularly called meeting, provided such application for membership shall have been presented to the General Committee at least two weeks previous to meeting.

B. Firms may appoint or elect representatives and two of these shall have full voting power immediately after election to membership.

Election of Officers

Section II.—*A.* Officers shall be elected by ballot by a majority vote of the representatives at the annual meeting.

B. A nominating committee of five members shall be elected by the General Committee at the October meeting whose duties it shall be to submit a list of candidates, available and willing to serve in the various offices, to be voted on at the annual meeting. Selections for office must be submitted at the November meeting, and names of proposed officers must be mailed to each delegate, so as to reach him fifteen (15) days preceding the election. Candidates may also be nominated from the floor at the November meeting.

C. An election to fill any vacancy among the officers may be held at any regular meeting.

D. The newly elected officers shall take office at the following regular January meeting.

E. Any of the officers provided for in this Constitution and By-Laws may be recalled by a two-thirds vote of the voting representatives present at any regular meeting of the General Committee.

F. Failure to attend three regular consecutive Executive Committee meetings by any officer of the Association shall automatically remove such officer from his position.

Meetings

Section III.—A. Regular monthly meetings of the General Committee shall be held at 7:00 P.M. on the second Tuesday of the month or at the option of the Association.

B. Regular monthly meetings of the various Committees shall be held on the first Tuesday of the month before the regular monthly meeting of the General Committee or at the option of the Committee Chairman.

C. The Executive Committee shall meet at the call of the President.

D. All other committees shall meet upon the call of the chairman.

E. The regular December meeting shall be the Annual Meeting for the election of officers.

F. The President may call a special meeting of the General Committee, or of the Executive Committee at any time.

G. The President shall call a special meeting upon the written request of at least three representatives from three different Firms, stating for what purpose the special meeting is to be called.

H. The Secretary shall send written notice of regular or special meetings to each delegate at least five days before date of said meetings. Notice of special meeting shall state purpose for which special meeting is called.

Quorum

Section IV.—A quorum to transact regular business shall consist of either or both voting representatives from at least five different Firms in the Association.

Amateur Definition

Section V.—An amateur athlete is one who participates in competitive athletics solely for the physical, mental, social and moral benefits derived therefrom, without pecuniary gain.

An employee's participation in any sport for gain shall bar him from competing as an amateur in that sport only. In all other athletic activities he shall be eligible to compete as an amateur.

Eligibility for Competition

Section VI.—A. The eligibility of the members of each Firm in this Association shall be vouched for by each member firm on a regular form prescribed by the "Eligibility and Protest Committee."

B. In all competition between Firms in the Association, only employees in good standing under the rules of their respective Firm shall be eligible to compete.

C. At each contest, eligibility lists showing employees in good standing and eligible to compete in the events scheduled must be filed with the Secretary of the Association.

D. An employee changing from one Firm to another shall not be eligible to compete in Association Tournaments until thirty days after his employment unless sanctioned by the Eligibility Committee.

Championship Tournaments

Section VII.—Championship tournaments and meets of the Association shall consist of tournaments and meets between one or more representative teams or individuals from two or more of the member Firms of the Association, providing all members have been invited to par-

ticipate, such teams or individuals to be named by the constituent Firm of the Association, provided that in the event of a championship, tournaments between teams and not individuals such teams shall consist solely of members who have contested as members of such teams.

Suspensions and Re-instatements

Section VIII.—A. Each Firm in the Association shall control its own players and any penalties imposed shall be honored by all other Firms in the Association.

B. Any Firm may suspend or expel from competition any of its players for professionalism or violations of its rules. Any players penalized should be reported to the Secretary of the Association.

C. Any Firm may restore to good standing in its own league any player suspended or expelled for any cause and any player so reinstated shall be reported to the Secretary of the Association, and such participant shall be immediately eligible to Association meets except where disqualification was for professionalism or unsportsmanlike conduct.

D. Any player disqualified for professionalism and unsportsmanlike conduct can be reinstated and restored to amateur standing and become eligible to Association meets only by action of the Eligibility and Protest Committee of the Association.

Committee

Section IX.—The First Vice-President shall act as Chairman of the Business Committee. The Second Vice-President shall act as Chairman of the Activities Committee. The Chairman of all other Committees shall be appointed by the President.

1. *Business—Organization, Budget, Financé.*

a. This Committee shall receive, investigate and report upon all applications for membership in the Association.

b. This Committee shall examine credentials, hold hearings, if necessary and in the best interest of the Association recommend to the General Committee definite action to be taken.

c. This Committee shall prepare, prior to December 31st of each year, a budget for necessary expenses which may be incurred during the following year. This budget shall be submitted for the approval of the General Committee at their regular January meeting.

d. When requested by the General Committee, the Finance Committee shall devise ways and means for raising funds, which the General Committee may deem advisable other than those prescribed by this Constitution and By-Laws. After the General Committee has approved their plan this Finance Committee shall supervise the execution of them.

2. *Activities* for promoting and conducting all physical and social activities.

a. This Committee shall appoint Sports Commissioners and cooperate in organizing all necessary Committees for the promotion of all games and sports.

b. All Sports Commissioners and Games Committees proceed within policies defined by the Activities Committee.

3. *Publicity and Extension.*—This Committee shall

a. Develop recreational and educational programs for the general membership of this Association.

b. Handle the general publicity.

c. Publish a suitable handbook when authorized by the Executive Committee.

d. Secure applications for membership.

B. The President shall appoint three additional members from the General Committee to each of the above Committees: Business, Extension, Activities.

C. Failure to attend three regular consecutive meetings of his respective Committee by any member of the duly appointed standing Committees shall automatically remove such Committee-man from his position.

D. The President shall appoint an Eligibility and Protest Commitee of five members, representing five different Firm members of the Association, not more than two of whom shall be officers in the Association. This Committee shall have jurisdiction regarding disputes and protests over the provisions under Sections V, VI, VII, and VIII of these By-Laws.

Finances

Section X.—A. There shall be an annual membership fee payable annually in advance based on the total number of the employees of member firms.

$ 5.00	up	to	50	Employees
10.00	51	to	100	Employees
15.00	101	to	150	Employees
20.00	151	to	200	Employees
25.00	201	and	over	

B. There shall be an entrance fee to all new member Firms accepted by this Association on and after August 1st, 1924. This fee shall be an amount equal to the annual fee for the new member according to the scale outlined in Clause A, of this Section. This entrance fee shall be due and payable upon the Firms' acceptance into membership in this Association.

C. No registration fees or membership dues shall be collected by the Association from players representing Firms in the Association.

D. The proceeds from all Association Activities meets shall be turned over to the Treasurer to help defray the regular expenses of the Association.

E. The General Committee shall have power to raise such funds as may be necessary for the support of the Association in any manner approved by the majority of the General Committee on recommendation of the Executive Committee.

F. All expenses incurred on behalf of the Association shall be authorized in the following manner:

1. The President (or on his inability to act, a Vice-President), the Secretary, or the Treasurer, may incur any necessary expenses not exceeding $10.00.
2. Any sums which need to be expended in amounts exceeding $10.00 but not greater than $100.00 shall be authorized by a majority vote of the Business Committee at a regularly called meeting.
3. Any expenditures in excess of $100.00 shall be authorized by a majority vote of the General Committee at a regularly called meeting.

G. All checks drawn on the funds of the Association shall be signed by the Treasurer and any one of the following:

1. President.
2. Vice-President.
3. Secretary.

H. All applications for funds or for approval of expenditures must be made to the Secretary of the Business Committee in writing signed by the person requesting or having authorized the expense.

I. All financial obligations incurred by duly authorized persons, before being paid by the Treasurer, shall be approved by:

1. The person authorizing the expense.
2. The chairman of the Business Commitee.
3. The Treasurer.

Upon proper approval and endorsement as above, the Treasurer is directed to pay any such obligation out of the funds of the Association in his possession.

Order of Business

Section XI.—The official order of business for all regular meetings of this Association shall be:

1. Roll Call.
2. Reading of Minutes.
3. Report of Treasurer.
4. Report of Standing Committees.
5. Report of Special Committees.
6. Election of New Members.
7. Unfinished Business.
8. New Business Business.
9. Adjournment.

APPENDIX VI

CALIFORNIA STATE LAW ESTABLISHING CIVIC CENTERS AT EACH AND EVERY PUBLIC SCHOOLHOUSE

Section 1.—There is hereby established a civic center at each and every public school house within the State of California where the citizens of the respective public school districts within the said State of California may engage in supervised recreational activities, and where they may meet and discuss, from time to time, as they may desire, any and all subjects and questions which in their judgment, may appertain to the educational, political, economic, artistic and moral interests of the citizens of the respective communities in which they may reside; provided, that such use of said public school house and grounds for said meetings shall in nowise interfere with such use and occupancy of said public school house and grounds as is now, or hereafter may be required for the purposes of said public schools of the State of California.

Section 2.—Lighting, heating, janitor service, and the services of a special supervising officer when needed, in connection with such use of public school buildings and grounds as set forth in section one of this act, shall be provided for out of the county or special school funds of the respective school districts in the same manner and by the same authority as such similar services are now provided for. Such use of the said school house, property and grounds shall be granted free; provided, that in case of entertainments where an admission fee is charged, a charge may be made for the use of said school house, property and grounds.

Section 3.—The management, direction and control of said civic center shall be vested in the board of trustees or board of education of the school district. Said board of trustees or board of education shall make all needful rules and regulations for conducting said civic center meetings and for such recreational activities as are provided for in section one of this act; and said board of trustees or board of education may appoint a special supervising officer, who shall have charge of the grounds, preserve order, protect the school property and do all things necessary in the capacity of a peace officer to carry out the provisions and the intents and purposes of this act.

Enacted 1913.

APPENDIX VII

ALABAMA PLAYGROUND AND RECREATION ENABLING ACT

TO PROVIDE for the establishment, conduct, development, equipment, improvement, and maintenance by cities having a population of one hundred thousand or more according to the last or any subsequent Federal census, of parks, park areas, park boulevards, playgrounds, park and playground systems, recreation centers, and other recreational facilities and activities; to define the powers and duties of such cities and their governing bodies in connection with all such matters; and to create a park and recreation board in all such cities, provide for the selection, terms of office, removal from office, qualifications and duties of the members thereof, and to define the powers of such board.

Section 1.—That this act shall apply to all cities of the State of Alabama now or hereafter having a population of one hundred thousand or more, according to the last or any subsequent Federal census. The term "such city" as used in this Act refers to and means all and only those cities of the State of Alabama having a population of one hundred thousand or more according to the last or any subsequent Federal Census.

Section 2.—That any such city in the State of Alabama may use for parks, playgrounds, recreational centers and other recreational purposes and activities, any public parks or park areas of such city, or any lands or buildings or both owned or leased by such city; and any such city may, by and through its park and recreation board, in such manner as may now or hereafter be authorized or provided by law by the acquisition of lands or buildings for public purposes by such city, acquire or lease lands or buildings or both within or beyond the corporate limits of such city for parks, park areas, park boulevards, playgrounds, recreational centers, and other recreational purposes and activities, and when acquired for any such purposes such city shall have full police jurisdiction thereover, whether within or beyond the corporate limits of such city, and such police jurisdiction shall also extend over any highway or highways connecting any such lands or places with such city, except as to such parts thereof as may lie within the corporate limits of some other municipality. Any such city may, by and through its park and recreation board, establish, provide, conduct, develop, equip, improve and maintain parks, park areas, park boulevards, playgrounds, recreation centers, and other recreational activities and facilities, and for any or all such purposes or in connection therewith, by and through its park and recreation board, may employ engineers, architects, landscape artists, playground directors, play leaders, supervisors, recreation superintendents, or other such officers or employees as may be deemed necessary. Reasonable fees or charges for access to or use or enjoyment of any playgrounds recreation centers, recreational activities, or other places of recreation so established, maintained, or conducted by any such city may be charged and collected, all funds received from such sources to be paid into and become a part of the park and recreation fund of such city

Section 3.—That any such city may, by and through its park and recreation board, accept any grant or devise of real estate or any gift or bequest of money or other property, or loan of personal property, or any donation to be applied, principal or income, or both, for either temporary or permanent use for parks, playgrounds, or other recreational purposes, and if any such gift, bequest, devise or donation or loan be conditional, the proper authorities of such city shall have authority to accept the same upon the conditions attached, and to comply with such condition, as if in the judgment of such authorities such condition or conditions be reasonable, and to the best interests of such city. Money received in any such manner

unless otherwise provided by the terms of the gift or bequest, shall accrue to and become a part of the park and recreation fund of such city.

Section 4.—For any or all of the purposes mentioned in this act, any such city upon the recommendation of the park and recreation board may purchase on time or partly for cash with balance on time or deferred payments, or otherwise acquire any real property or interest in real property, within or without the limits of such city, securing the note or notes, claim or claims for deferred payments and interest thereon, with mortgages or deed of trust on the land purchased, or with or by means of an instrument in writing retaining title thereto in the vendor, or enter into any other contractual arrangement whereby provision is made that such note or notes, claim or claims, or other instruments for deferred payments and interest thereon, and all lawful charges, shall not be a charge or charges against the general credit of the city or be a general liability thereof, but that the liability shall only extend to and be a charge against the land so purchased or acquired. Such method of acquisition provided for in this section shall not be considered or deemed exclusive, but cumulative and in addition to all other methods of acquisition of lands or interests therein for public purposes heretofore, hereafter or by other provisions in this Act provided.

Section 5.—Any such city may, by and through its park and recreation board, join or co-operate with one or more other municipalities having like powers, or with boards of education, in providing, establishing and conducting parks, playgrounds, recreation centers, and other recreational facilities and activities.

Section 6.—That there shall be within sixty days from the approval of this Act, in all cities now having a population of one hundred thousand or more according to the last Federal census, established and constituted in accordance with the terms of this section, a permanent "park and recreation board" for such city, and within sixty days after any other city reaches the class described in Section 1 of this Act and which is not now within said class, there shall be established and constituted in accordance with the terms of this section a park and recreation board for such city. The planning of a park system, administration, improvement, development, conduct and supervision of the parks, park areas, park boulevards, playgrounds, recreational centers and other recreational activities of each such city shall be vested in the park and recreation board of such city, which shall be composed of five members, who shall be residents of such city, and four of whom shall not be members of the city council or commission or other governing body of the city. The members of said board shall serve without compensation and shall be chosen solely because of their character and fitness. One member of the governing body of any such city selected by the governing body of such city shall at all times be a member of said park and recreation board, provided that if there be in such city a member of the governing body whose department of the city government has the supervision of the parks of the city, such member shall by virtue of his office be a member of the park and recreation board. Each of the other four members of the park and recreation board first selected shall be chosen by the governing body of such city. The term of office of each member of said board othor than the one who is a member thereof by virtue of his membership in the governing body of said city shall be four years, except that the member of such first chosen by the governing body of such city shall be appointed for such terms as that the term of one member shall expire annually after the date of appointment, and the governing body of the city shall, in making such appointment designate the term for which each such member of said board is appointed, and which shall be shown in the minutes of the meeting at which the appointments are made. Thereafter as vacancies occur in the membership of said board by reason of the expiration of the terms of either of said four members, or for any other reason, such vacancies shall be filled by nominations upon a majority vote of the governing body of such cities, which nomination shall be certified to the park and recreation board and the remaining members of the park and recreation board shall, by majority vote of such board within ten days of the receipt of the certification of nomination, appoint or decline to appoint the nominee of the governing body of such city to fill the vacancy in the park and recreation board which will exist by reason of the expiring term or otherwise. If the park and recreation board of the city declines to appoint the nominee of the governing body of such city it shall forthwith certify or cause to be certified to the goverining body of

such city such fact, and the governing body of such city forthwith in like manner shall make and certify another nomination to the park and recreation board of such city, and in like manner shall continue to make and certify a nomination to the park and recreation board of such city until the park and recreation board of the city appoint a nominee of the governing body of the city to fill the vacancy, and it shall be the duty of the park and recreation board to act promptly on each nomination of the governing body of the city and appoint or refuse to appoint the nominee as a member of the park and recreation board, and each time the park and recreation board refuses to appoint a nominee of the governing body of the city as a member of the park and recreation board, that fact must be certified to the governing body as required in the first instance.

Section 7.—The members of the park and recreation board, when such board is constituted in accordance with Section 6 of this Act, shall immediately meet and organize by electing one of the members thereof as president and such other officers as may be necessary. The governing body of any such city may, in addition to the powers directly vested in such board by this Act, confer upon and delegate to the park and recreation board of such city, when established and constituted, any other power or authority conferred upon such city by the terms of this Act or conferred upon such city by any other provision of law, with respect to or in connection with the establishment, conduct, development, improvement, equipment, and maintenance of parks, park areas, park boulevards, playgrounds recreational centers, and recreational activities, as fully and completely as any or all such powers may be constitutionally delegated to such board. The members of the park and recreation board of any such city may be impeached and removed from office upon the same grounds and in the same manner as is or may be provided by law for the impeachment or removal from office of the members of the governing body of such city. No member of the park and recreation board of any such city, and no person who has been a member of such board within six months from the time of making of any contract in behalf of the city by or through the agency of such board, shall be directly or indirectly pecuniarily interested in any contract or in the profits of any contract made through the agency of such board; and any and all contracts made in violation of this provision are and shall be held to be against public policy and void, except that such contract may be enforced by the city, and no such contract at the instance of the contractor or person or corporation claiming under or through the contractor, shall be enforced by any court, nor shall any contractor or person or corporation claiming under or through such contractor recover on a quantum meruit for any work or labor done, or material or supplies furnished when the work or labor done or material furnished was done or furnished under a contract which is void under the provisions hereof; and the city may sue for and recover all money paid under any contract which is void under the provisions hereof without statement on account of any work or labor done or material furnished under contract. No member of the park and recreation board of any such city, and no person who has been a member of said board within six months from the time of making of the sale, shall be directly or indirectly pecuniarily interested in the sale of any material or supplies of any kind or character for construction, betterment, or improvements in developing, beautifying or otherwise improving any park or other property by and through the agency of such board, or in the sale of any material or supplies to any contractor or subcontractor to be used on or in furtherance of work let by or through the agency of the park and recreation board, and no suit can or shall be maintained in any court by the seller or person or corporation claiming under or through the seller for the purchase price or value of material or supplies sold in violation of the provisions hereof, and the city may sue for and recover from the seller the amount of all money paid to the seller for material and supplies sold in violation of the provisions hereof, and no person who has been a member of the said board within six months from the time of the making of the sale or purchase shall be directly or indirectly pecuniarily interested in the sale to or purchase from the city by or through the agency or instance of said board of any land or interest in land, and any sale to or by the city made in violation of this provision shall, at the instance of the city, be held to be against public policy and void, and may be rescinded by the city. Provided however, that if any member of the park and recreation board is a stockholder in a corporation owning land or interest in land desired by the city for park and

recreation purposes, or is the owner of an undivided interest in the land desired for such purposes, or if any member of the board is a stockholder in a corporation desiring to purchase land proposed to be sold by the city at the instance of the park and recreation board, such members may, in open meeting of the board, disclose his interest, which shall appear on the minutes of the meeting, and retire from the meeting of the board, and the other members of the board, if a quorum remains, may consider the matter and decide the same as they deem best; and any such sale shall be legal and valid. Provided further, that if any member of the park and recreation board is the owner of land which it is desired to acquire for the city for any such purpose, the same if acquired shall be acquired by the exercise of the right of eminent domain, and the petition or proceedings for condemnation shall set forth the facts in regard to the ownership by a member of said board.

Section 8.—If, in the opinion of the park and recreation board of any such city, the funds available for such purposes be inadequate to provide ample, appropriate and suitable grounds, buildings, and equipment for all the needed parks, park areas, park boulevards, playgrounds, park and playground systems, recreation centers and other recreational facilities and activities of such city, the park and recreation board may petition the governing body of such city to call an election for the issuance of bonds on the credit of the city in an amount sufficient to provide the necessities of such city in these respects, subject to the limitations set out in the Constitution of the State, and the governing body of such city shall call or cause to be called the election at the time requested in said petition.

Section 9.—The governing body of each such city shall cause to be set aside and kept and maintained a park and recreation fund, and cause to be kept an account of all receipts for and disbursements of such fund. Each year during which there is not levied and collected for such city a special tax to be devoted to park purposes, the governing body of each such city shall appropriate and cause to be paid into and credited to the park and recreation fund, a minimum amount of Fifty Thousand Dollars, which appropriation shall be made at such time as appropriations are made for other departments of the city. The governing body of the city may from time to time make additional appropriations to the park and recreation fund and cause the same to be paid into or credited to said fund. The proceeds from sale of all bonds issued by any such city for park purposes shall be paid into and credited to the park and recreation fund. The park and recreation fund of each such city shall be kept with the funds of such city in such depository to the credit of the city as the governing body of the city may direct, and all payments and disbursements from this fund as and when made shall be validated by the counter-signature of the officer or person designated by the governing body of such city to countersign or validate checks drawn for other municipal purposes. The park and recreation board of any such city shall have no power or authority in behalf of or in the name of the city to contract any debts or obligations in any year in excess of the amount paid into or appropriated for the park and recreation fund during such year, and no debts or obligations contracted by such board in violation of this provision shall be or shall be held to be a personal or general obligation of the city, nor shall the general credit of the city be pledged for the purchase or acquisition of lands or buildings unless the same be authorized by a resolution of the governing body of such city. The limitations contained in this section shall be applicable to each and every power conferred by any provision of this Act upon the park and recreation board of any such city.

Section 10.—That the establishment, conduct, equipment, and maintenance of parks, playgrounds, recreational centers and recreational activities by any such city shall each and all be public and governmental functions of such city.

Section 11.—That if any part of provision of this Act is declared unconstitutional or inoperative by the courts, this shall only affect such part or provision, the remainder of the Act continuing in full force and effect.

Section 12.—All laws and parts of laws, general, special and local in conflict with any of the provisions of this Act, shall be and the same are hereby repealed.

Approved September 29, 1923.

APPENDIX VIII

BY-LAWS
GOVERNING THE PARK AND RECREATIONAL BOARD
OF THE
CITY OF BIRMINGHAM, ALBAMA

BE IT RESOLVED by the Park and Recreational Board of the City of Birmingham, Alabama, that the By-Laws of said Board be and the same are as follows:

1. The officers of the Park and Recreational Board of the City of Birmingham, Alabama, shall be a President, Vice-President, Secretary and a General Superintendent. The President and Vice-President shall be elected by ballot of the Board at the first meeting in *November* of each year, shall be members of the Board and hold office for one year from date of election and until their successors shall be elected and qualified.

2. The President shall be the executive officer of the Board. It shall be his duty to preside at all meetings when present; sign all contracts and other papers authorized by the Board; to see that all rules and regulations of the Board are enforced and all orders faithfully executed, and to have general direction of all officers of the Board whose offices are created by the Board.

3. The Vice-President, in the absence of the President, shall be clothed with all powers and perform all the duties of the President.

4. The Secretary shall be a person not a member of the Board, and shall be elected by the Board and shall hold office during the pleasure of the Board and at such salary as the Board may fix. The Secretary shall not be elected unless all members of the Board are present at the time of voting, or unless a majority of the Board are present and voting after all members of the Board have been notified that at said meeting a Secretary would be elected. The Secretary shall have custody of the corporate seal and of the books and papers pertaining to the office, and shall attest and affix the corporate seal to all instruments requiring such action when authorized by resolution or vote of the Board. The Secretary shall attend all meetings of the Board and keep a full and true record of its proceedings. The Secretary shall keep accurate records and books of account, and shall prepare annually a full and detailed report of the acts and doings of the Board, together with a complete itemized account of all receipts and disbursments of money. The Secretary shall keep the original or true copies of all necessary accounts and vouchers subject at all times to the inspection of the members of the Board, and shall make report to the Board every month or as often as desired by the Board, showing the amount of money on hand, the receipts and disbursements since the last report. The Secretary shall receive and conduct the correspondence of the Board, issue all official notices and prepare all papers and reports for the meetings of the Board and for committees. He shall be responsible for the tools, implements, and supplies held in store, and for the accuracy of the accounts of the storekeeper and the maintenance of inventories of supplies received and used. He shall be held responsible for the economical purchase of all supplies and materials received and for satisfactory competition in all purchases. It shall be his duty to see that no purchases are made on requisitions for materials, supplies, tools, implements or other property, the cost of which will exceed One Hundred Dollars, without bids being taken thereon, the bids to be submitted to the Board before the contract is awarded. It shall be his duty to supply properly, either from the storehouse, or by purchase, any materials, tools, implements or supplies needed by the different park employees in their work.

Purchases are to be made only on properly prepared requisitions authorized by the Board. It shall be his duty to examine the proposals received on advertisements for purchases, and to prepare comprehensive tabulated statements for purchases, and to give to the Board his recommendation as to the character and value of the work, material and implements offered in the proposal. He shall also perform the duties of purchasing agent, and in that capacity shall, subject to the action of the Board, have charge of the purchase of all materials, tools, implements and supplies. The Secretary shall give bond in the sum of not less than Five Thousand Dollars, with surety to be approved by the board, and shall give full time to the duties of the office, at the office of the Board in the City Hall. All calls for meetings of standing committees or special committees shall be issued by the Secretary upon request by the Chairman of the Committee.

5. The Comptroller of the City of Birmingham, shall be custodian of the money and funds of the Board. The park and recreational fund of the Board shall be kept with the funds of the City of Birmingham in such depository to the credit of the City as the governing body of the City may direct, and all payments and disbursements from this fund as and when made shall be validated by the counter-signature of the officer or person designated by the governing body of the City to counter-sign or validate checks drawn for other municipal purposes, and such counter-signature of such officer of the City shall be made only upon the authority of vouchers or resolution authorized by said Board which have been certified by the Secretary and approved by the President. The Comptroller shall at all times, upon request of the Secretary, furnish to the Secretary all such information as may be necessary to enable the Secretary to keep a complete itemized account of all receipts and disbursements and balance hand pertaining to the park and recreational fund of said Board.

6. The General Superintendent shall be a person not a member of the Board, and shall be elected by the Board, and shall hold office during the pleasure of the Board and at such salary as the Board may fix. The General Superintendent shall not be elected unless all members of the Board are present at the time of voting, or unless a majority of the Board are present and voting after all members of the Board have been notified that at said meeting a General Superintendent would be elected. The General Superintendent, acting under the President and members of the Board, shall have general management and supervision of all Parks, Playgrounds and Recreational Activities. It shall be his duty to see that his various departments are properly and efficiently organized, and their various activities coordinated and harmonized, and to this end he shall have in a general way supervision of the work of all of the departments and shall be responsible to the President and to the Board for the satisfactory and economical administration and operation of all departments. He shall recommend to the Board such rules and regulations for the government of the different departments as may be considered necessary and proper. He shall be the general agent of the Board in matters respecting the upkeep, management, conduct, development, improvement, equipment, and maintenance of parks, park areas, park boulevards, playgrounds, recreational centers and storehouses pertaining thereto, and shall employ, manage, control, and discharge such number of persons as authorized by the Board to be employed as laborers and helpers connected with his work, the wages of such employees first being determined by the Board. The General Superintendent shall give bond in the sum of Five Thousand Dollars, with surety to be approved by the Board if requested.

7. All standing and special committees shall be appointed by the President, and in case of the absence or disability of a member of a committee, the President may appoint another member to act temporarily in his or her place. The President shall be ex-officio member of all committees. The duties of all committees shall be defined by resolutions of the Board and actions of the Committees shall be advisory and not executive. The reports of all committees shall be made in writing, and shall be signed by a majority of the members of the committee and shall be recorded in the minutes of the Board by the Secretary. The Secretary shall keep a record of the proceedings of every standing committee, which shall be kept at the office of the Board, and subject to the investigation of all members of the Board.

8. Regular meetings of the Board shall be held on the 2d and 4th Wednesdays of each month at 10 A.M.

9. Special meetings of the Board shall be called by the President whenever he shall deem it necessary, and shall be called by the Secretary at the request in writing of any two members of the Board, subject to be stated in call. Regular notices of all such meetings shall be given the members of the Board by depositing same, properly addressed and stamped, in the post office at least forty-eight hours before the time of such meeting, or be personally served upon the members at least three hours before such meeting.

10. All meetings of the Board shall be held in its offices in the City Hall, providing, however, that special meetings or adjourned meetings may be held at any place within the City of Birmingham with the consent of at least three members of the Board. Three members of the Board shall constitute a quorum for the transaction of business.

11. All reports and resolutions shall be in writing.

12. The yeas and nays shall be taken upon passing any resolution, and upon all proposals which create any liability, or for the expenditure or appropriation of money, and in all cases upon the request of any member of the Board.

13. All salaried officers or other persons in the employ of the Board shall give such proportion of their time and attention to their duties as the Board shall require. No officer or employee created by the Board shall hold a salaried office or have regular employment in any other business or occupation. No officer or employee created by the Board shall hold office or employment of appointment under the City of Birmingham or any department of the said City or any institution thereof, save only that of the park and recreation board, nor shall any officer of employee of the Board be concerned in any contract with the Board or the said City, or any of its departments or institutions, either as a contractor, sub-contractor, or party directly or indirectly interested therein. No salaried officer in the employ of the Board shall absent himself from duty without leave signed by the President.

14. Unless otherwise ordered by a vote of the majority of members present, the following shall be the order of business at regular meetings of the Board:

1. Calling the roll.
2. Reading minutes of previous meeting.
3. Reports of standing committees.
4. Reports of General Superintendent.
5. Reports of special committees.
6. Report of Secretary.
7. Unfinished business.
8. Communications and new business.

15. All contracts exceeding in amount the sum of One Hundred Dollars for work, materials or supplies shall be let by the Board, after competitive bids have been taken thereon, to the lowest trustworthy and responsible bidder, the right being reserved to accept or reject any and all bids or parts thereof. Contracts may be let without taking bids if authorized by the vote of four members of the Board.

16. Whenever any contract exceeding in amount the sum of Five Hundred Dollars or less amount if Board so directs, is authorized and the specifications on which proposals for the award of said contract are invited require the person to whom the said contract is awarded to furnish bond for the faithful performance of said contract, said contractor shall furnish such bond in such amount as the Board may designate, and containing such conditions and provisions as the Board may deem necessary and proper before delivery of duplicate contract to said contractor. Said bonds shall be signed by some surety satisfactory to the Board in all respects.

17. Vouchers for the payment of money shall be drawn on the Comptroller by the Secretary, and shall be signed by the Secretary, approved and countersigned by the President, and countersigned by the officer or person designated by the governing body of the City of Birmingham to countersign or validate checks drawn for other municipal purposes.

18. Vouchers for payment of authorized salaries of all officers and wages of all employees, and warrants for the payment of maturing interest on any indebtedness of the Board, and also for the payments of estimates on duly authorized contracts, may be drawn and issued

as the same become due and payable. No other warrants shall be drawn except on resolution of the Board.

19. On or before the tenth day of each month all bills other than those specified in the preceding section shall be filed with the Secretary, who shall attach same to the proper vouchers, and after examination by the chairman of finance committee, together with his recommendation, shall be presented by the Secretary at the next regular meeting of the Board for action thereon.

20. Premiums on bonds of officers required shall be paid by the Board out of the Park and Recreation Fund.

21. The standing committees of the Park and Recreation Board shall be as follows, each committee consisting of three members appointed by the President, who shall hold office during the term of the President appointing:

1. Committee on Finance.
2. Committee on Maintenance and Improvements.
3. Committee on Supplies.
4. Committee on Recreation.
5. Committee on Forestry and Fine Arts.

(*a*) *Committee on Finances.*

The committee on Finance shall examine all bills and claims having the order of the Secretary attached, which may be presented to the Park and Recreation Board, and report same to the Board, audited and approved, or rejected, with reasons for such rejection. The Committee, at least once a year, and oftener if the Board so desires, shall examine or cause to be examined the books, inventories, accounts and vouchers of the Secretary, and shall report their correctness to the Board; and all officers and employees of the Board shall produce and submit to such accountants for examination all papers, documents, accounts and vouchers in their office belonging to the same or thereto pertaining, and shall in every way assist said accountants in their work. In the report to be made by such accountants they may make any recommendation they deem proper as to the business methods of such officers or employees. Said Committee is charged with the duty of preparing and submitting to the Board for consideration at least two months before the end of the fiscal year, a budget of expenditures and expenses by and of the Board for the next ensuing fiscal year. Said Committee is charged with the duty of suggesting to the Board ways and means by which needed revenues may be raised, and shall be the general soliciting agent of the Board for contributions from the public of moneys and lands.

(*b*) *Committee on Maintenance and Improvements.*

It shall be the duty of the Committee on Maintenance and Improvements to consider matters pertaining to the maintenance, equipment and improvement of parks, parkways, boulevards and buildings which may be referred to it by the Board, and to recommend to the Board such action as it may deem proper for the best interests of the Board. It shall be the duty of this Committee to open all bids for improvements and maintenance work, and to submit same to the Board with its recommendations for action. The Committee shall hold public meetings whenever bids for public-lettings are to be opened.

(*c*) *Committee on Supplies.*

It shall be the duty of the Committee on Supplies to examine the reports of the Secretary concerning the purchase of supplies, and to approve or disapprove same in its report to the Board. It shall recommend to the Board for action such matters as may require the approval of the Board. It shall be the duty of this Committee to open all bids on material and supplies exceeding the amount authorized under Section 15, and to submit same to the Board, with recommendations, at its next regular or called meeting for this purpose.

(*d*) *Committee on Recreation.*

It shall be the duty of the Committee on Recreation to consider matters pertaining to the use of all recreational and social facilities of the park system, including playgrounds, athletic

fields, bathhouses, swimming, skating, coasting, picnicking and boating facilities, tennis courts, baseball grounds, golf links, social centers, etc., which may be referred to it by the Board, and to recommend to the Board such action as it may deem proper for the best interests of the department. It shall recommend to the Board such action as it deems proper for the care, maintenance and control of zoological gardens.

(*e*) *Committee on Forestry and Fine Arts.*

It shall be the duty of the Committee on Forestry and Fine Arts, to consider matters pertaining to Music, Art in Museum or galleries, Sculptor, Historical naming of Parks, all Memorials in the Park area and landscape gardening such as planting of trees, the care and removal of trees, flowers, shrubs, grass, etc., in the parks and parkways and boulevards, as well as on the streets and thoroughfares of the City which may be referred to it by the Board and to submit to the Board recommendations as to furnishing or allowing music for any of the Fine Arts for the benefit of or contributed by the public in the parks or park areas, and shall recommend to the Board such action as it deems proper for the best interests of the City in these matters.

Section 22.—*Fiscal Year.* The fiscal year of the Board shall end September 30th in each year.

Section 23.—Any article of the By-Laws may be amended or repealed, and any new article may be incorporated therein by vote of the majority of the Board of Park Commissioners. All such changes to be presented in writing, provided the proposed amendments, repeals, or additions, shall lay over one meeting before a vote be taken thereon, but by unanimous consent of the whole Board, such matter may be acted on at once.

Adopted and approved by the Board, this the ..... day of ....., 1924.

.....

President.

APPENDIX IX

The following is a partial list of organizations maintaining information bureaus and which from time to time distribute literature in connection with their respective activities. A number of the organizations publish bibliography. Additional information may be secured by addressing inquiries to these organizations.

American Association for Adult Education. 41 East 42d St., New York.

This association is devoted to the promotion of adult education. It cooperates with the Carnegie Foundation in issuing a number of bulletins.

Amateur Bicycle League of America. 3117 Beverly Road, Brooklyn, New York.

American Association of Museums. Washington, D. C.

This association has for its objective a museum for every community.

American Child Health Association. 370 Seventh Ave., New York.

This association maintains an information bureau; also distributes pamphlets, posters. slides and films.

American Civic Association. Washington, D. C.

This association is organized for the promotion of town and neighborhood improvements, It publishes "Civic Comment" and civic bulletins.

American Federation of Labor. Washington, D. C.

The American Federation of Labor is deeply interested in the problem of the recreation of the worker. The national organization or the local units are many times willing to give help in connection with the promotion of playgrounds and recreation.

American Forestry Association. Washington, D. C.

This association publishes a monthly magazine "American Forests and Forest Life."

American Institute of Park Executives. Rockford, Ill.

The institute aims to gather and disseminate facts and information with reference to public parks, gardens and recreation. It publishes the magazine "Parks and Recreation."

American Library Association. 86 East Randolph St., Chicago, Ill.

This association maintains a bureau of information relative to libraries and issues book lists.

American National Red Cross. Washington, D. C.

The American Red Cross in addition to its many other bulletins publishes a very helpful loose-leaf booklet entitled "Handbook of Social Resources of the United States." A valuable life-saving service is also maintained.

American Nature Association. Washington, D. C.

The association publishes the "Nature Magazine."

American Physical Education Association. Springfield, Mass.

This association publishes the "American Physical Education Review"; prepares a bibliography; and distributes helpful material in the field of physical education.

American Posture League. 1 Madison Ave., New York.

This organization issues posters and other helpful information on the subject of posture.

American Snowshoers Union. Roland Fancher, Sec., 53 Knox St., Lewiston, Me.

Better Homes in America. Washington, D. C.

This organization publishes a number of pamphlets relative to enrichments of home life. One pamphlet has to do with home play.

Big Brother Movement, Inc., 511 Fifth Ave., New York.

This movement is established for the encouragement of volunteers in connection with the promotion of wholesome activities for boys.

Big Sisters, Inc., The. 122 East 25th St., New York.

This is an association of women to secure volunteers who will take a friendly interest in children up to sixteen years of age who have been brought before the Children's Court.

Bonarro Association. California By-Products Co., San Francisco, Cal.

This association issues literature on archery and bonarro.

Boys' Club Federation, Inc. 3037 Grand Central Terminal, New York.

This organization promotes boys' clubs, conducts conferences, and acts as a clearing house for boys' club work and workers.

Boy Rangers of America, Inc. 186 Fifth Ave., New York.

This organization interests itself primarily in boys under twelve.

Boy Scouts of America, The. 200 Fifth Ave., New York.

A junior organization known as the Wolf cubs is also organized for boys under twelve.

Bureau of the Census, Dept. of Commerce. Washington, D. C.

Bureau of Education, Dept. of the Interior. Washington, D. C.

This bureau issues a series of pamphlets on physical education, character education, health education, rural recreation, etc.

Bureau of Labor Statistics, Dept. of Labor. Washington, D. C.

Considerable information may be received from this department relative to the leisure time of workmen. It publishes a monthly bulletin "Labor Review."

Camp Directors' Association. Laura I. Mattoon, Sec., Wolfboro, N. H.

This association is organized to raise the standard of camping in America. It collaborates in connection with the publishing of "Camps and Camping" by the American Sports Publishing Company. It also publishes "Camping."

Camp Fire Girls. 31 East 17th St., New York.

A junior organization known as the Blue Birds is also organized for the younger children.

Carnegie Foundation for the Advancement of Teaching. 522 Fifth Ave., New York.

This foundation issues a valuable bulletin entitled "Games and Sports in British Schools and Universities." Other bulletin pertaining to games and sports in the United States are to follow.

Child Study Association of America. 54 West 74th St., New York.

This association aims to place the relationship of parents to children upon a higher level.

Children's Bureau, Dept. of Labor. Washington, D. C.

This bureau issues a series of pamphlets in connection with playground activities. The pamphlet on "Backyard Playgrounds" is especially helpful.

Drama League of America, The. 59 E. Van Buren St., Chicago, Ill.

The league publishes a monthly magazine and lists the best current plays.

Extension Service, Dept. of Agriculture. Washington, D. C.

This organization issues a number of valuable bulletins on rural community buildings, rural planning, boys' and girls' clubs, etc.

Girl Scouts, Inc. 352 Fourth Ave., New York.

Junior organizations known as the Brownies and Tweenies are also organized for younger children.

Harmon Foundation. 140 Nassau St., New York.

This foundation assists communities to acquire land for permanent recreational purposes.

Jewish Welfare Board. 352 Fourth Ave., New York.

From this board a fund of information may be received relative to Jewish welfare work and particularly in regard to boys' and girls' clubs.

Joint Committee on Methods of Preventing Delinquency. 50 East 42d St., New York.

Junior Achievement Bureau. 33 Pearl St., Springfield, Mass.

This bureau promotes clubs among boys and girls and has as its objective the cultivation of thorough work habits through the promotion of projects in which boys and girls may be interested.

Knights of Columbus Headquarters. New Haven, Conn.

Information from this organization may be received relative to club activities which are being conducted for boys.

Library of Congress. Washington, D. C.

This department maintains a bureau of information and issues lists of reference on organization of community centers, juvenile courts, and rural planning and development.

Metropolitan Life Insurance Company. 1 Madison Ave., New York.

This company issues a series of very helpful health pamphlets for educational use. It maintains an information bureau relative to health, playground activities, and industrial recreation.

Mind and Body Publishing Company. New Ulm, Minn.

This company issues a magazine entitled "Mind and Body."

Mountaineering Clubs of America. 99–28 193d St., Hollis, Queens, New York.

National Amateur Athletic Federation—Women's Division. 1 East 104th St., New York.

This federation issues a number of pamphlets in connection with standards of women's athletic activities.

National Association of Audubon Societies. 1974 Broadway, New York.

This association promotes bird study through literature, lantern slides, photographs, etc.

National Association of Scientific Angling Clubs. 154 South Hamlin Ave., Chicago, Ill.
This association issues literature on fly casting.

National Bureau for the Advancement of Music. 105 West 40th St., New York.
This bureau assists in the promotion of musical projects. It also issues a number of valuable publications on various types of musical organizations and activities.

National Child Welfare Association. 70 Fifth Ave., New York.
This association is devoted to the building of character in the children of America.

National Community Center Association. 503 Kent Hall, Columbia University, New York.
This association acts as a national clearing house and bureau of information on neighborhood and community organizations.

National Conference on City Parks. Washington, D. C.

National Conference on City Planning. 130 East 22d St., New York.

National Conference on Outdoor Recreation. Washington, D. C.
This association issues pamphlets in connection with surveys of recreational life in America.

National Health Council. 370 Seventh Ave., New York.
This is a federation of a number of health agencies and maintains an extensive information bureau. The council has prepared a list of educational films and slides, indicating how they may be secured by local communities.

National Horseshoe Pitchers' Association. London, Ohio.

National Municipal League. 261 Broadway, New York.
This association issues pamphlets in connection with city planning, standards for parks and playgrounds, etc.

National Park Service, Dept. of the Interior. Washington, D. C.
Information from this department may be received relative to the location and development of camps in the National Parks.

National Rifle Association. Woodward Bldg., Washington, D. C.
This association issues literature on target shooting.

National Safety Council. 168 North Michigan Ave., Chicago, Ill.
This association has available a number of charts and pamphlets relative to safety on the playground.

National Ski Association. Washington, D. C.

National Story Tellers' League. 1602 Mallers Bldg., 5 South Wabash Ave., Chicago, Ill.

National Trap Shooting Association. Vandalia, Ohio.

Playground and Recreation Association of America. 315 Fourth Ave., New York.
This association publishes "The Playground." It publishes a bibliography of material which it has for distribution. The association conducts a general information bureau, from which may be obtained information on all phases of playground and recreational activities. District representatives are stationed in various parts of the country for the assistance of local recreation departments and for the assistance of local communities planning to establish recreation departments.

Pocono People's College. Henryville, Pa.

This organization is devoted to promoting adult education through the establishment of Peoples' Colleges.

Public Health Service, Dept. of the Treasury. Washington, D. C.

This department maintains an information bureau relative to sanitation and scientific research. Its pamphlets on camp sanitation are very helpful.

Russell Sage Foundation. 120 East 22d St., New York.

Russell Sage Foundation has a recreation bureau which serves recreation groups throughout the country; publishes bibliography on juvenile delinquency, boys' and girls' clubs, and other allied subjects. A recreation bibliography is now in the process of preparation.

Skate Sailing Association of America. 47 W. 34th St., New York.

Social Recreation Union. 510 Wellington Ave., Chicago, Ill.

This association promotes recreation in connection with the church. It publishes a manual "Handy."

Sportsmanship Brotherhood, Inc. 342 Madison Ave., New York.

This organization is devoted to raising the standard of athletic sportsmanship.

The American City. 443 Fourth Ave., New York.

This corporation issues a number of pamphlets in connection with city planning, parks and playgrounds. It also maintains an information bureau and issues a very helpful magazine entitled "The American City."

United States Forest Service, Dept. of Agriculture. Washington, D. C.

Information may be received from this bureau relative to public lands which are available for recreation use. Pamphlets on camp sanitation are also issued.

United States Golf Association. Washington, D. C.

This association issues literature on the game of golf. The bulletins of the greens section are especially helpful.

United States Hockey Association. 4740 Maricoe St., Pittsburgh, Pa.

United States Lawn Tennis Association. 120 Broadway, New York.

This association issues literature and also distributes a series of motion pictures, illustrating how tennis should be played.

Workers Education Bureau. 476 West 24th St., New York.

This bureau promotes adult education in connection with the American Federation of Labor. It maintains an information bureau and issues pamphlets.

Y. M. C. A. 347 Madison Ave., New York.

Y. W. C. A. 600 Lexington Ave., New York.

Woodcraft League of America, Inc. 1043 Grand Central Terminal, New York.

This league promotes outdoor activities for boys and girls as well as adults.

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